Table (11a) Total number of teachers by qualification and institutions

No	Faculty	Qualification									Total	% of Total
		BSc Total	% of Total BA	% of Total Inst.	MA Total	% Of Total MA	% of Total Inst.	Phd Total	% of PhD total	% of Total Inst.		
	1	**2**	**4**		**5**	**6**		**7**	**8**		**9**	**10**
1	Albiruni	25	2.5%	89.3%	2	0.3%	7.1%	1	0.9%	3.6%	28	1.5%
2	Badakhshan (PI)	12	1.2%	54.5%	10	1.4%	45.5%	0			22	1.2%
3	Balkh	140	13.8%	63.6%	78	10.9%	35.5%	2	1.8%	0.9%	220	11.9%
4	Faryab (PI)	35	3.4%	97.2%	1	0.1%	2.8%	0			36	2.0%
5	Herat	135	13.3%	86.0%	21	2.9%	13.4%	1	0.9%	0.6%	157	8.5%
6	Jauzjan (PI)	30	3.0%	66.7%	15	2.1%	33.3%	0			45	2.4%
7	Kab-Med-Inst.	31	3.1%	17.4%	145	20.3%	81.5%	2	1.8%	1.1%	178	9.6%
8	Kab-Pol-Inst.	0			84	11.8%	67.2%	41	36.6%	32.8%	125	6.8%
9	Kabul Uni	250	24.6%	56.8%	145	19.5%	31.6%	45	40.2%	10.2%	440	23.8%
10	Kandahar	46	4.5%	67.6%	20	2.8%	29.4%	2	1.8%	2.9%	68	3.7%
11	Khost	45	4.4%	69.2%	20	2.8%	30.8%	0			65	3.5%
12	Kunduz (PI)	12	1.2%	85.7%	2	0.3%	14.3%	0			14	0.8%
13	Nangarhar	110	10.8%	48.7%	107	15.0%	47.3%	9	8.0%	4.0%	226	12.2%
14	Parwan (PI)	7	0.7%	63.6%	4	0.6%	36.4%	0			11	0.6%
15	Samangan (PI)	13	1.3%	92.9%	1	0.1%	7.1%	0			14	0.8%
16	Takhar	13	1.3%	72.2%	4	0.6%	22.2%	1	0.9%	5.6%	18	1.0%
17	Uni-Edu-Kab	111	10.9%	62.0%	60	8.4%	33.5%	8	7.1%	4.5%	179	9.7%
	Total	**1 015**	**100.0%**	**55.0%**	**719**	**100.0%**	**38.6%**	**112**	**100.0%**	**6.1%**	**1 846**	**100.0%**
	% of total	**55**			**39**			**6**				

Appendix 2

CRUCIAL CHOICES TO BE LAID DOWN IN THE AFGHAN LAW ON HIGHER EDUCATION

(Text in the right hand column is taken from DRAFT LAW on Higher Education)

CHOICE TO BE MADE 1	PROPOSAL FOR A LEGAL TEXT
Should the concept of "higher education" be regulated and its particular objectives be defined by law?	**Article 2** **Purpose of the law**
If there is no particular regulation, 1. Primary purposes of higher education will not be clear and there will be no delimitation of what should be the mission and scope of institutions under the law regarded as higher education. 2. There will be no reference points for future decisions, such as the opening of new private institutions, and whether they should fall under the higher education law or another legislation. For instance, if a firm opens a training department for its employees, will this be governed under the present higher education law or does such training fall outside the scope of this law? 3. There will be no clear distinction between higher education and further education, whose boundaries are currently blurring, because professional higher education is growing in importance in most systems. 4. There will be no reference to the degree structure of higher education which will be one of the distinctive elements of further education, non-university higher education, and university education. 5. In addition, if there is no degree structure, it will be more difficult to establish the recognition of qualifications at the international level. Given growing levels of international mobility of workers and students, this would be a considerable handicap for Afghan higher education. *The team recommends that* • *the higher education law needs to clearly stipulate the main purposes, main objectives, and scope of higher education.* • *these purposes should be defined with reference to both teaching and research activities because research and theory-informed education/training together are the distinctive elements of higher education.* • *the main degree structure of higher education be stipulated (Bachelor's, Master's and PhD) and that explicit reference be made to the conditions for obtaining recognition of foreign degrees and diplomas.*	(1) For the purpose of this law, the term "Higher Education" is defined as: a.) Post-secondary education leading to: 1. the degree of a Bachelor taken after the equivalent of at least three years of full-time study after obtaining secondary education; and 2. the degree of a Master taken after obtaining the degree of a Bachelor and after the further equivalent of two years after a three-years Bachelor or of one year after a four-years Bachelor; and 3. the degree of a Doctor (PhD) taken after obtaining the degree of a Master, with all such qualifications being hereinafter referred to as "Higher Education degree". The minimum time to a degree can be also expressed by credit equivalents [Article 15 (Section 3)]. b) Education of equivalent levels and contents to that leading to a Higher Education degree; and c) Any other post-secondary education at ISCED levels 4 and 5 (life-long learning without degrees). (2) The objectives of Higher Education are: a.) to establish, develop, protect and transmit knowledge through teaching and scientific work and research; and b.) to provide opportunities for all inhabitants of Afghanistan with the ability to benefit from such education throughout their lives. (3) The degree of a Bachelor (referred to in Section 1) may be substituted by a national or foreign qualification or diploma, or experience assessed as equivalent by a Higher Education provider accredited in Afghanistan. Where a certificate from an institution of higher learning is presented for assessment, the institution must be one recognized or accredited by a national or nationally-recognized agency.

	(4) Higher Education may be undertaken full-time, part-time, by distance learning and in any combination of these modes of study as provided in the statute of the provider which awards a Higher Education qualification.

CHOICE TO BE MADE 2	PROPOSAL FOR A LEGAL TEXT
Who should decide about the principles, process and criteria for access and admission to higher education? If there is no legislation, 1. There exists the risk that certain groups (for instance ethnic groups, females, elderly people) become excluded from higher education because other groups in society may try to control access to higher education as a tool to maintain or establish power in Afghanistan. In particular, transparent processes and criteria for admission to higher education need to be stipulated as basic principles of admission policies at whatever level they are set and/or implemented. 2. There exists also the risk that institutions will want to concentrate on initial education/training for secondary school leavers and that life-long learning and continuous professional development as an important function of higher education will be neglected. 3. There will be no general requirements for entry into higher education, and there will be the risk of the student population becoming too heterogeneous, and thus unmanageable from a pedagogic point of view. 4. There will be no general rules on the conditions of admission to higher education, in particular whether there will be open or selective admission or a mixture of both (as is the case in most countries by now). Admission to higher education in Afghanistan has been selective in the past. Despite a crucial need for higher education graduates, the present funding capacity of the State will oblige the Ministry to practice selective entry to higher education. 5. There will be no rule on the distribution of responsibilities for the setting of admission requirements between the State and higher education institutions. This would lead to major conflicts between both levels. Admission requirements may either be set in a general fashion at the central level (mainly when there is a system of open access) or at the institutional level (when access is selective). Some countries use centralized admission procedures which are cumbersome, but are usually more transparent. 6. There will be no framework of principles for institutions under which they will establish their entry requirements in general as well as entry requirements into particular study programmes (for instance entry tests or specific requirements related to grades). 7. There will be no legal framework which allows for positive discrimination of formerly and currently underrepresented graphs. *The team recommends that* • *The higher education law includes a clear stipulation on the principle that access to higher education*	**Article 21** **Access** (1) Higher Education carried out by public and private providers shall be accessible to all students who are inhabitants of Afghanistan, or admitted to distance learning from any location of their residence. (2) Students shall enjoy their right to access without direct or indirect discrimination on any actual or presumed ground such as property and income, sex, race, sexual orientation, physical or other impairment, marital status, colour, language, religion, political or other opinion, national, ethnic or social origin, association with a national community, birth or other status. Women shall enjoy special regard in promoting, training, upgrading and professional development. (3) Until a system of high-school graduation examinations is provided by law, the Ministry may by administrative instruction make such provisions as are necessary and expedient concerning the procedure, timing and conduct of entrance examinations set by providers of Higher Education. **Article 22** **Admission** (1) The right to be admitted by a public provider shall be observed corresponding to Article 18 (Section 1). There shall be no age limit on enrolling for or being awarded a degree from Higher Education. (2) public providers of Higher Education may impose additional entry requirements and examinations for admission to certain subjects subject to approval by the Ministry. The detailed entry requirements shall be prescribed in rules made under the statute of the provider. (3) Students shall be eligible for admission to graduate studies on a competitive basis according to the results of the final examinations leading to a degree or their equivalent as defined in Article 2. (4) When the number of applicants exceeds the number of places available in any course or study-programme, applicants shall be admitted to those places only on merit. The Ministry is authorized to pass detailed regulations concerning the calculation of the capacity and the selection of applicants. Special programmes of ethnic and gender affirmation shall be aligned with the principle of merit. (5) The status of regular student is being established by admission.

institutions cannot be restricted on any other grounds other than academic merit, with the exception of positive discrimination for formerly underrepresented groups, such as females and ethnic minorities, and that it needs to be based on transparent processes and criteria for admission. • *There is an appeal procedure in case of contestation.* • *That access to higher education cannot be offered to all secondary school leavers and that a selection will have to be made on a competitive basis.* • *The State should set the general principles of access on academic grounds, as well as organize a centralized admission process.*	(6) The status of irregular student may be conferred by the provider and shall be regulated through the statutes of the provider. It may be conferred to all students, who gain certain rights and obligations, but are neither allowed to take examinations nor to vote in any academic body.

CHOICE TO BE MADE 3	PROPOSAL FOR A LEGAL TEXT
What should be the main responsibilities of the Ministry for the steering and co-ordination of higher education? If there is no legislation, 1. There is no point of reference for the main functions of the Ministry and the main philosophy under which it operates. 2. There will be no framework for the distribution of responsibilities and tasks between the Ministry and institutions of higher education, and as a consequence, it will be difficult to set procedures for the accountability of the institutions. 3. There are several options on how Ministries should relate to the institutions. First, there is the so-called model of "central planning and control" where the Ministry stipulates and exerts direct control over programmes and activities as well as over management procedures. 4. There exists also the "supervisory model" where the Ministry leaves more substantive and procedural autonomy to the institutions while maintaining a role of overall systems co-ordination and supervision. This latter model has become the more popular one in many countries, but needs a strong center for co-ordination and supervision as well as "a posteriori" control, both in terms of use of resources and achievement of objectives (quality control). At present, the management capacity of both the Ministry and the institutions is weak. With the assumption that the management capacity of the Ministry will be considerably enhanced in the near future, it becomes possible to envisage in the law a Ministry with a strong supervisory capacity. 5. If not regulated in any other by-law, there will be no framework which regulates the relationship of the Ministry with private providers of higher education (if they are allowed to operate). *The team recommends that* • *The Ministry retains a strong role of overall systems co-ordination, planning and supervision. With this in mind, the Ministry should be in charge of regulating both public and private providers in order to make sure that they comply with the basic requirements stipulated for access, equity and quality of higher education.* • *The Ministry also be in charge of setting the procedures and criteria for allocating funds to institutions, which is one of the main steering instruments (incentives) for the communication of expected results from institutions.* • *In order to comply with its main function of quality control, and with a view to allowing for national and international mobility, the Ministry should also set*	**<u>Article 3</u>** **Responsibility of the State** (1) The State, represented by the Ministry of Higher Education, shall be responsible on the basis of the provisions of this law and subsidiary instruments issued under it for the planning and the development of Higher Education in Afghanistan in consultation with the accredited providers of Higher Education and for the funding of public services in Afghanistan, allocating funds to public providers for teaching and research in the public interest. (2) The funding shall be achieved appropriate to the allocation of tasks and their performance. The criteria and performance-indicators for formula-funding shall be made public to providers and parliament. (3) The Ministry will enter into contracts with the providers on the basis of the State -planning and the planning of the development by the providers according to the recommendations of the Afghanistan Evaluation and Accreditation Agency (AEAA) according to Article 8, which will set strategic targets for several years including a corresponding global funding. Objectives of such contracts are among others: 1. Number of study-places, differentiated by disciplines; 2. Minimum duration of study required the students; 3. Reduction of drop-outs; 4. Advancement of young academic and promotion of developing talents; 5. Quality assurance; 6. Promotion of focal points of research; 7. Internationalisation of teaching and research; 8. Advancement of gender issues. Agreements concerning the funding are stipulated with the reservation, and the parliament will correspond with it when deciding the State-budget. The parliament should authorize the Ministry to sign reliable contracts for several years. The ministry is obliged to report the performance of the contracts to the parliament at regular intervals. (4) If the provider fails to meet a relevant item of the contract, the Ministry will instruct the provider. **<u>Article 58</u>** **Supervision by the State** (1) The supervision of public providers by the State shall guarantee that the law and other legal regulations are observed and that public interests will be unaffected. For this purpose, the Ministry can demand to be heard and be informed about all matters of Higher Education. Supervision by the

the conditions under which higher education credentials can be granted and recognized • *The Ministry will need to rely a national body for quality assurance which has the technical capacity to advise it with regard to decisions on licensing and accreditation..*	State represented by the Ministry shall be handled in such a way that independence and autonomy of public providers shall be promoted. (2) So far as matters of self-government of providers as public corporations are concerned (Article 9, Section 1, Sentence 1), providers are subject only to legal supervision by the Ministry. (3) As public institutions owned by the State, providers are subject to special supervision. The Ministry can give general and individual instructions to manage the following State-delegated matters: a.) Financial management ; b.) Personnel management ; c.) Management of immovable estate and premises; d.) Calculation and setting of the admission capacity and allocation of study places; e.) Hospital administration and medical service; f.) Statistics; g.) Other delegated matters of the State; h.) Teacher training, jointly with the Ministry of Education through the JCCT. (4) After hearing the provider, the Ministry can object to unlawful measures. The Ministry can demand the objected measures to be cancelled or changed. Measures objected by the Ministry have to be postponed. (5) When a managing body of the provider does not fulfil its duties, whether these are based on law or on special supervision, the Ministry may fix a time limit to fulfil the demanded requirements. If the provider does not execute the instructions in time, the Ministry itself may take the required measures instead of the provider. (6) When a provider is not only temporarily unable to act, the Ministry may appoint a commissioner to act instead of the incapable managing body of the provider. **<u>Article 61</u>** **Supervision by the State** Private providers are legally supervised by the Ministry. They are obliged to provide all information required and to present all related documents which are required.

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<tr><th>CHOICE TO BE MADE 4</th><th>PROPOSAL FOR A LEGAL TEXT</th></tr>
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Should there be (a) buffer organization(s) such as a Council on Higher Education, a Research Foundation or a Rector's conference which will be charged with a policy making or advice and decisions over resource allocation in higher education?

If there are no such buffer organizations,

1. There may be a greater risk of direct political interference in many academic activities such as the determination of research priorities and the content, delivery procedures and evaluation procedures of study programmes which should be decided by academics (at the national level) given their in-depth disciplinary knowledge base and their intimate understanding of the internal functioning of academia.
2. There is also the risk that the ministerial bureaucracy may try to concentrate power again without having the in-depth professional knowledge about processes in higher education and control.
3. There may also be a further risk of tension and inadequate communication between the bureaucracy and academics because the academics prefer to discuss academic issues in collegial bodies composed equally by academics.
4. For the definition of national priorities in both basic and applied research, this means that researchers and institutions will determine their own priorities which will not necessarily be the priorities of national development. This will then also entail the risk of a fragmented national research system and the waste of scarce resources for an activity crucially important for national development.
5. Given the recent history of top-down decision-making in Afghanistan, it is particularly important to establish clear areas of responsibility and locate them in collective decision-making bodies which represent different stakeholders of the system (political power and bureaucracy, collective of heads of institutions, student bodies).

The team recommends that

- *There should be a national Council on Higher Education composed of reputed academics from different disciplinary groups which provide professional advice to the Minister on major policy issues (and possibly be in charge of making decisions about resource allocation to higher education institutions).*
- *There should also be one Research Foundation in charge of defining national priorities for research in different disciplinary areas, but also in charge of defining the processes of the allocation of resources for research to higher education institutions.*
- *There should be a national rectors' conference as the collective representation of the heads of institutions*

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Article 7
Rectors Conference

(1) An Afghan Rectors Conference (ARC) is being established by this law. Its purpose is to coordinate Higher Education policy among the heads of institutions (public and private providers). Public providers are by law members of the ARC; private providers may join upon application and will be admitted to membership by a majority vote of the ARC. The ARC is an independent consultative organization and shall be constituted as a charity. The ARC is represented by a speaker and two deputy speakers, who will be elected by the members. Decisions of the ARC should not be taken against the vote of a majority of the members representing universities (Article 4).

(2) The ARC advises its members, brings forth issues and recommendations to the Ministry and other relevant bodies of central and provincial governments, and may be asked for its consideration and opinions by the Minister and each of its members. All legal amendments and drafting on Higher Education shall be commented by the ARC in due time. The opinions of the ARC shall be brought to the attention of the Parliament.

(3) The ARC is representing Afghan Higher Education at the international associations and agencies of Higher Education and Research. No member of the ARC shall be bound by orders from the Ministry in fulfilling his/her membership duties. The Ministry can assign the ARC to represent the country at intergovernmental bodies of Higher Education and Research. In this case, Sentence 2 of this section does not apply.

(4) The annual budget of the ARC consists of basic funding by the State and contributions by each member institution, proportionate to its number of students. The ARC is entitled to receive donations and build an endowment. Its finances are being checked annually by a public auditor.

(5) The ARC decides upon a statute and proceedings. Records must be taken and shall be public in all member institutions.

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uniting both presidents from public and private providers. • *Access to research funds should be determined through a competitive bidding process, and the research council(s) should also be in charge of an a posteriori control of results.*	

CHOICE TO BE MADE 5	PROPOSAL FOR A LEGAL TEXT
Should there be a clear distinction between different segments of the higher education system (university and non-university) with distinctive missions? Who should decide the title of the different providers? Should the term "university" be specifically protected? If there is no legislation, 1. There will be less scope for overall systems co-ordination since there is no opportunity to assign distinctive missions to institutions belonging to the same sub-sector. In particular, in a context where resources are scarce –as it is the case in Afghanistan–, it will be more difficult to concentrate research activities in institutions which have a particular potential to conduct research. This might lead to an ineffective and inefficient use of resources. 2. In Afghanistan, where research is currently concentrated in the Academy of Sciences, it is advisable to stipulate that the universities have also the capacity to conduct research. This provides a legal basis for bringing this function back to the universities and would operationalize the principle of theory–informed education and research–based training in a context where quality improvement and updating of programmes is crucially needed. 3. International experience shows that public and private providers tend to use the term "university" very loosely, for the purpose of marketing, most often for very focused higher professional studies and institutions of small size. In order to protect the concept of the university as an institution with a minimum size, a place where several disciplines co-exist and where research is conducted, it is advisable to make an explicit reference in the law on higher education. *The team recommends that* • *There is a clear distinction of the university and non-university (community colleges) sector for the sake of overall systems co-ordination and efficiency.* • *The characteristics of the university sector shall be stipulated in the law, in particular with its capacity to conduct research and post-graduate training, but also with regard to the size and variety of disciplines.* • *The Ministry is in charge of conferring titles (university, public and private higher education institutions).*	**Article 4** **Public providers** (1) Public providers are: a) Universities b) Colleges c) Institutes d) Community Colleges (2) Universities are providers with a comprehensive spectrum of faculties and research units. All programmes must provide a basic balance between theory and practice. They are responsible for the organization of postgraduate studies, which may lead to a PhD. All courses must undergo institutional evaluation by external experts before accreditation. All graduate programmes shall be compatible with international Master-programmes in systems of Higher Education, which will be identified by the accrediting agency. The provider shall seek cooperation with business, public and private institutions, and civil society in research, development and education. (3) Colleges provide a specialized scope of education, training and qualification. All programmes shall be based upon theory and/or applied science and/or advanced technologies. The provider shall seek cooperation with those institutions which depend on the special delivery represented by the purpose of the College. (4) Community Colleges are institutions which serve the post-secondary and tertiary head-start especially in rural areas. Their purpose is to offer basic skills and competencies above the level of high-school graduation with a clear orientation to the professional demands. They have also a role in vocational training and teacher training as appropriate. The degree awarded may be a diploma or licentiate, if not fulfilling the requirements of a Bachelor. (5) Institutes are research-based providers of postgraduate education and research and development. They are specialized on certain research areas, which must be identified by an independent institutional review by international experts before the application for accreditation may be filed with the Ministry. Institutes can be parts of a provider according to (Section2) and (Section 3). In this case, the provider has to assure the compatibility of the organization with the respective definitions (Section 2 – 4). (6) Universities and Institutes have the obligation to educate and train young scientists and artists for academic career (Section 7). All providers are obliged to fulfil adequate duties in the areas of further education, lifelong learning, community service and public information.

During the process of selecting international experts to join the Plan team, IIEP contacted donors and organizations involved in Afghan higher education and asked them to join, or support, a two-week mission to Afghanistan scheduled for September 2003. The purpose of the mission was to work with MoHE and the Afghan team members to collect data and information, diagnose the situation of higher education and inform other donors and organizations about this project. IIEP received positive responses from the following agencies: Asian Development Bank (ADB), DAAD (Germany), Japanese International Cooperation Agency (JICA) and the World Bank. ADB requested their consultants working with MoHE in Kabul to support the mission while the other three organizations actually joined the team through representatives (see list below). IIEP sent the list of team members as well as detailed Terms of Reference for the Strategic Action Plan for Higher Education to the Minister of Higher Education in Afghanistan for approval. The Minister approved them and selected the Afghan team members.

The two-week mission to Afghanistan took place during the period 7-21 September 2003 and was headed by the Director of IIEP. The Minister of Higher Education chaired the first meeting of the team of eighteen national and international experts. He outlined the challenges facing Afghan higher education and the accomplishments to date. The Minister assigned one of his advisers the task of chairing the daily meetings in which team members exchanged information and experiences gained through their visits to various institutions and discussed newly arising issues and questions which required attention by the whole team. The team members organized themselves in sub-groups and visited institutions of higher education and other institutions in the provinces of Kabul, Mazar-i-Sharif and Herat. They also visited the Ministry of Planning, the Ministry of Education, the Ministry of Women's Affairs and the Ministry of Reconstruction, in addition to donor representatives and embassies.



Launching the work of the Plan Team - MoHE, Kabul, September 2003
From right: H. Exc. Mr. Sharief Fayez, MoHE;
Mr Gudmund Hernes, Director of UNESCO/IIEP; Mr. Askar Mousavi, Adviser to the Minister

At the end of the mission, the Minister of Higher Education was briefed by the team about the progress of the mission and its initial findings. In addition, MoHE and UNESCO-Kabul Office organized a meeting to which they invited representatives of bilateral and multilateral donors and of countries maintaining embassies in Kabul. At this meeting, MoHE and IIEP informed participants about the project to formulate a Strategic Action Plan for Higher Education, the initial findings of the mission and the steps that would ensue.

	(7) All providers must prepare and decide upon a statute which regulates the internal circumstances of its operation. (8) Providers with a major focus on the Arts (performing, pure, applied and figurative), Music and their theoretical environment, shall be oriented in analogy to the sections (1 – 5). Their products shall be called 'production' and are subject to evaluation and accreditation as appropriate.

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<tr><th>CHOICE TO BE MADE 6</th><th>PROPOSAL FOR A LEGAL TEXT</th></tr>
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Should the Ministry have the power to determine the basic structure of the public higher education system through creations, mergers and dissolutions?
If there is no legislation,

There is the risk that the overall structure of a higher education system is not in line with national priorities and requirements. There may also be wastage of resources if there are too many institutional entities without enough critical mass to offer broad enough training programmes or to conduct solid (fundamental/applied) research.
When institutions are too small, their overhead costs are too high and the whole system becomes inefficient.
If it is not the National Ministry which is in charge of deciding about the creation, mergers and dissolution of higher education institutions, there may be a risk of conflicting interests between the national and provincial levels. In many countries, sub-regional actors are increasingly pressurizing to have a say in the decisions concerning the creation of higher education institutions and in the determination of study programmes. Sub-national entities have their own political and economic priorities and may want to determine solely the regional provision of higher education. This again may lead to wastage of scarce resources.
Institutions which are not licensed or accredited might continue to operate when the Ministry does not have the power to dissolve them, and in case lack of accreditation, would not entail the discontinuation of funding such institutions.

The team recommends that

The Ministry be solely in charge of decisions related to the creation, merger and dissolution of public higher education institutions in the interest of national co-ordination and efficiency of the whole system.
Private providers have to obtain the approval (license) of the Ministry if they want to open, merge or dissolve their higher education institutions.

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<u>Article 10</u>
Creation, merger and dissolution
Public providers of Higher Education can only be created, merged or closed by law. Before this, the Ministry has to publish a discussion paper and shall consult the governing body of all providers affected, the Afghan Rectors Conference and the AEAA.
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CHOICE TO BE MADE 7	*PROPOSAL FOR A LEGAL TEXT*
Should there be a licensing procedure for private higher education providers? Who should be in charge of granting licenses? 1. As a consequence of being in charge of supervising and co-ordinating the Afghan higher education system, but also for the sake of protecting students and their families from fraudulent or low quality higher education, it is clearly within the authority of the MoHE to establish the basic conditions under which private higher education institutions are allowed to operate as well as to make the final decision for licensing. 2. In many respects, the Ministry will need to rely on a professional body that has the technical capacity to make judgments about the presumed quality of study programmes (basic curriculum). It is thus advisable to involve a technical body, such as the Accreditation Agency, in providing substantive advice on the minimum conditions under which a new provider may be entitled to start operating in the country while retaining the decision-making capacity in particular for decisions over licensing. 3. Licensing procedures for private providers naturally need to be specific with regard to their financial viability. In view of protecting consumer interests, it will be necessary to make a judgment about the financial viability of private providers on the basis of a business plan. It is recommendable to offer provisional licenses to private providers in order to test their operations, but the law should stipulate that they should then undergo compulsory accreditation. *The team recommends that* • *A licensing procedure be laid down in law stipulating minimum quality criteria for private providers which will have to be judged specifically on the basis of their financial viability.* • *The Ministry be in charge of making decisions about the licensing of private providers in consultation with the Agency for Accreditation.* • *The license to operate be limited in time and that it needs to be followed up after a lapse of time to be decided by a compulsory accreditation procedure.*	**Article 59** **Accreditation and licensing of private providers** (1) Private providers have to be licensed by the Ministry. A private provider of Higher Education may be founded by a private individual, organization, or foundation situated in Afghanistan or having a registered office in Afghanistan. (2) A private provider of Higher Education may apply for licensing and accreditation A condition of the grant of a licence to a private provider shall be the submission to the Ministry of a business plan for the provider, including a guarantee by the founder of financial viability for at least three years. A rolling revision of the plan, including such guarantee, shall be submitted annually to the Ministry. (3) A private provider may commence operation only after obtaining a licence but may advertise for and recruit students subject to a licence being granted. (4) A private provider may be closed by the founder only at the end of an academic year. The licence for a private provider shall include provision for a bond to protect the financial interests of students needing to complete their education at another provider in the event of closure, and provision to enable students to complete examinations. (5) A private provider licensed to operate in Afghanistan may not advertise itself as 'accredited' unless accredited in Afghanistan under the procedures set out in the present regulation and subsidiary instruments issued under it. If granted accreditation for any courses or programmes by another State or organization, a private provider must clearly state the origin of such accreditation and that it has not been approved in Afghanistan. (6) A private provider shall be free to adopt in its statute or other constitutional document any model of governance and management provided that it allows for the participation of staff and students in decisions relating to academic matters. (7) The Ministry may not impose any condition which restricts freedom of teaching within the applicable law, the licence and the accreditation of the provider.

CHOICE TO BE MADE 8	*PROPOSAL FOR A LEGAL TEXT*
Should there be an independent structure for quality control and certification of educational and training programmes, such as an Agency for Accreditation? What should be its functions and its relationship with the Ministry? Should it be independent? Who should make the final decision of accreditation? If there is no legislation, 1. This means the Ministry will be in charge of quality control of educational programmes. This was the case in many countries until recently, in particular when higher education systems were small and mainly public. 2. With systems which are expanding and diversifying, it becomes increasingly difficult to ensure that quality standards are adhered to by manifold providers. As a consequence, quality control tends to focus on bureaucratic measures such as input criteria and compliance with general rules and principles. A control system, which is based in academic expertise, has more legitimacy in academia and is more effective for quality improvement. 3. Then quality control will not be performed on a periodic basis and will not be able to take into account the evolution of institutional performance and quality. In particular, private providers who have been licensed will not have to undergo any further assessment once they have been authorized to function. 4. Without a period system of quality control, there will be no objective way of measuring the performance of both public and private providers. As a consequence, there will be less opportunity to stimulate a healthy competition between both sectors. 5. Then it will also be difficult to obtain international recognition of Afghan credentials at a time when accreditation systems are developed in most countries and when quality control systems are in search of mutual recognition of their accreditation standards. *The team recommends that* • *An independent accreditation agency be set up covering both the public and private system of Afghan higher education, charged with licensing of new providers, accreditation of their programmes and other quality assessment tasks.* • *Accreditation shall be a compulsory and periodic process for both public and private higher education institutions.* • *The Afghanistan Agency for Evaluation and Accreditation shall be in charge of making recommendations relating to the licensing of both public and private higher education institutions (the final decision shall be with the Ministry) as well as decisions over the accreditation of educational*	**Article 8** **Evaluation of teaching, research and administration** (1) The Ministry shall by administrative instruction provide for the establishment of the Afghanistan Evaluation and Accreditation Agency (AEAA) charged with promoting the quality of Higher Education in Afghanistan. Through processes of evaluation and accreditation by professional and transparent methods, it shall assist Higher Education providers to develop their potential and to enhance and maintain the quality of their activity. (2) When established, the AEAA shall be responsible in accordance with this law and subsidiary instruments issued under it for: a.) advising the Ministry on applications from private persons, bodies or institutions for licences to offer courses or programmes forming part of or leading to Higher Education qualifications; b.) inspecting Higher Education providers and advising the Ministry on the modification or revocation of licences; c.) undertaking periodic quality audits of licensed Higher Education providers and issuing a decision on accreditation or re-accreditation including the power to award degrees and diplomas; d.) undertaking periodic quality assessment of courses and programmes offered by accredited Higher Education providers; e.) advising with the Ministry at its request on the results of quality assessment and its consequences for the funding of public providers of Higher Education, allocations to private providers of Higher Education, and for discretionary support for students attending courses or programmes at private providers of Higher Education; and f.) carrying out on behalf of the Ministry such functions as may be delegated to it relating to the recognition of academic and professional qualifications. (3) The AEAA shall publish its conclusions, recommendations and advice. (4) When established, the AEAA shall consist of no less than five and no more than nine persons appointed by the Ministry for a fixed term from among persons of both genders active in academic work in Higher Education in and outside of

programmes and institutions. • *The Afghanistan Evaluation and Accreditation Agency shall be set up as a para-statal entity making professional judgments with administrative independency from the Ministry. The AEAA may be directly placed under the authority of the Council for Higher Education which should be in charge of nominating its members and controlling its operations.*	Afghanistan, such that there are at least three persons ('international experts') not employed by any Higher Education provider in Afghanistan. AEAA takes decisions or recommendations in connection with licence or accreditations with the majority votes of its members. (5) Until the AEAA will be established, all functions of that agency shall be discharged by the Ministry.

CHOICE TO BE MADE 9	*PROPOSAL FOR A LEGAL TEXT*
What should be the legal status of public higher education institutions and subsequent areas of independent decision-making? If there is no legislation, 1. It will not be clear whether public higher education institutions are (i) part of the public administration with their budgets being part of the national budget and voted by parliament, (ii) operating under public law but equipped with full legal personality or (iii) set up as foundations with non-profit orientation. 2. Each legal status has an underlying philosophy as to the role of higher education in national development and the way it should be steered by the State (see choice 3). When higher education institutions are part of the civil service (and have no contracting capacity), the idea is that they are offering a public service whose main benefits arise for the community. When higher education institutions are equipped with legal personality, it is assumed that they are providing a public service, but that they are also operators in the market. And finally, when they are foundations, the idea is that HEIs are providing services to many clients, among which a "monopsotic" State is purchasing educational and research services from the higher education institutions. 3. There is no legal basis which lays down the areas in which higher education institutions shall enjoy autonomy from the State in order to increase their effectiveness. (a) If they are not the owner of land and buildings, one may assume that there will be less intensive use of facilities and overall efficiency. However, it needs to be clear whether public higher education providers are completely free to sell their land and buildings or not. (b) If HEIs are not allowed to receive and manage externally generated funds, there will be no incentive to offer services and collect funds other than public ones. (c) If they are not allowed to recruit and manage their own staff (both academic and technical/administrative within a national framework of titles and conditions of service), they will not be able to transmit their institutional priorities into academic policies. (d) If they are not allowed to establish commercial enterprises, they will not operate in the market with the necessary autonomy and flexibility. (e) If they are not allowed to set their tuition fees (within national limits), there will be little opportunity to create healthy competition within the system for students and staff.	**Article 9** **Legal status** (1) Public providers as a rule are both corporations under public law and institutions owned by the State. As corporate bodies and concerning all academic affairs, they have the full rights of a self-governed body under legal supervision of the State. By a special law, the holdership of the State can be transformed into a holdership of a foundation or another legal entity. (2) Public providers have all ownership rights which can be duly derived from the State. The right upon selling or to loan public land stays with the Ministry by approval of the Ministry of Finance. (3) Providers will give themselves a statute, which has to be approved by the Ministry. The approval can only be denied because of legal reasons.

The team recommends that • *Afghan higher education institutions be set up as corporations under public law with full legal personality and contracting capacity, and institutions owned by the State.* • *They have the right to manage their main resources (land, buildings and staff) within legal boundaries, in particular regarding minimum credentials for the recruitment of academic staff and a national framework of service conditions.* • *The State be the owner of lands and buildings, but that institutions are entitled to rent out spare land and facilities.*	

CHOICE TO BE MADE 10	*PROPOSAL FOR A LEGAL TEXT*
Who should have the power to award degrees and diplomas (under what conditions) and determine the content and organization of study programmes? If there is no legislation, 1. It will not be clear whether it is the Ministry or the higher education institutions which have the authority to issue degrees and diplomas. Where there is a tradition of strong central steering and quality control mainly performed by the Ministry, one generally finds systems of national credentials and the Ministry is in charge of issuing those credentials. In other higher education systems, this competence has been awarded to the higher education institutions, commonly in exchange of their accepting a periodic quality control through accreditation. 2. The content of study programmes leading to degrees and diplomas needs to be based on professional expertise, and they are thus best decided by the collective body of teachers from the same discipline in an HEI. If programmes are really outdated and if academics have been cut off from international contacts as it was the case in Afghanistan, the determination of teaching contents, course organization and examination procedures may need support from external expertise, but the main responsibility for defining the content of study programmes should be with the institutions, in exchange of accepting a national system of accreditation. 3. In the context of programmes leading to a specific profession exercised within a public framework, such as teachers, lawyers or engineers related professional bodies may also be invited to stipulate professional requirements arising directly from the professional practice. In this case, the Ministry should reserve the right to approve the content of study programmes in order to be able to impose professional content requirements. In case of teacher education/training programmes, the State may either have the full authority to decide the modalities and content of teacher education leading to a national credential for teaching in public schools or put in place a system whereby teachers' professional competence will be judged at the entry to the profession. 4. In order to allow for flexibility in the system, it is appropriate to adopt a credit point system which allows for smoother student progression than systems organized on a yearly basis. Credit point systems (organized around study effort) also correspond more easily to the requirements of international recognition of qualifications. *The team recommends that* • *The Ministry delegates the power to award degrees to higher education institutions.*	**Article 11** **Study programmes and their accreditation** Providers establish and close study programmes in accordance with the contracts under the regulations of Article 2 (Section 3 and 4). Study programmes are mainly degree programmes (Article 2, Section 1a), but can also serve complementary purposes without leading to a degree. Each study programme leading to a degree has to be accredited by the AEAA or another independent agency, certificated by the Ministry. A study programme, which is not agreed upon with the Ministry on the basis of a contract, has to be closed; an accredited programme can not be rejected by the Ministry because of a lack of quality. **Article 12** **Doctoral studies (PhD)** (1) Providers offering study programmes, which impart extended scientific ability and knowledge, are entitled to confer the title of a doctor (PhD). This special quality of the programme has to be accredited by the AEAA or an other agency certified by the Ministry. (2) The individual ability of a postgraduate student to perform such extended scientific quality has to be proven by a doctoral thesis and an oral examination. (3) Regulations by the provider shall determine the requirements for admission and the procedure of enrolment for a doctoral degree. As a rule, no doctorate may be conferred without certified participation in the study programme of the doctoral studies. **Article 13** **Graduate Colleges** Graduate Colleges are units of an interdisciplinary composition of teachers. Their purpose is to promote advanced doctorate studies for students from all over Afghanistan, but not excluding international students within a special grant system. Graduate Colleges are created through special instruction by the Ministry upon request from the provider. **Article 14** **Graduate Schools** Providers entitled to the training of Masters or higher degrees can establish a Graduate School for this purpose. The specificities of such an organization shall be detailed in the statute.

• *The opening and closure of study programmes are decided as part of the contractual negotiation between the institutions and the State for the sake of overall systems co-ordination and efficiency.* • *The Ministry delegates the power to decide on the content and organization of general study programmes while maintaining the power to approve or withhold approval of the curricula of teacher education programmes and to prescribe additional educational requirements for certain professions.* • *The Ministry makes it a requirement that institutions adopt a credit point system as a general principle for the organization of higher education studies.*	**<u>Article 15</u>** **Examinations, credit systems** (1) Public providers shall regulate degree courses by examination-regulations in a way that the equivalence of the examinations, offered by inland and foreign providers, with recognized standards is guaranteed. Degree courses with a minimum length of four years shall offer an interim examination after the second year. (2) The Ministry may pass a framework of regulations to safeguard standardization and equality. (3) A credit point or credit hour system shall be installed. The system chosen shall be recognized by international agencies. (4) Students who do not complete their degree programmes shall get a transcript of their successfully absolved classes and examinations. (5) The number and terms of repetition for each examination shall be part of the regulations. (6) The 'Diploma Supplement' Agreement shall apply.

CHOICE TO BE MADE 11	*PROPOSAL FOR A LEGAL TEXT*
Who should decide about the governance and management structure of public higher education institutions as well as the responsibilities of their governing bodies? If there is no legislation, 1. Responsibilities to be shared between the institutions and the Ministry for the definition of governance and management structure of institutions will not be clear and this may lead to conflict and diversion of energy. 2. Institutions may wish to define their governance and management structure independently from all external interference. The recent history in Afghanistan of strong governmental interference did not allow for an uninterrupted history of self-governance based on democratic principles of power sharing and representation of different internal constituencies. There is thus no guarantee that such principles will be automatically observed in Afghan higher education institutions. There is risk that specific groups will use the right to create an internal governance and management structure to their own ends. 3. If the law does not prescribe the governance structure, there is the risk that traditionally powerful groups (most frequently the collegial power of academics) may establish a structure which best serves their interest, and as a consequence the representation of other stakeholders and external representation in the supreme governing body may not take place. Given the growing importance of building bridges between higher education institutions and the surrounding socio-economic environment, this would be regrettable. 4. The unguided definition of the governance and management structure may lead to endless and often fruitless internal discussions about the sharing of responsibilities and functions among bodies. 5. This might result in an unacceptable heterogeneity of situations regarding the sharing of power and responsibilities among institutions belonging to the same higher education segment. It will also be more difficult to establish principles for accountability and clear lines of authority of the governing bodies towards the Ministry. 6. In addition to laying down the principle and composition of the supreme supervisory body (Board of Governors), it is also necessary to vest authority in an academic body (Senate) and a collegiate of persons (i.e. the presidency) who can then be held responsible and accountable. The relationship between the Board of Governance and the presidency needs to be clearly stipulated in order to avoid problems in the interpretation of responsibilities.	**Article 41** **Central Bodies** (1) Administrative and managing bodies of the provider are: - the Presidency - the Senate - the Board of Governors (2) The law refers to the Presidency as the heads of the institution, to the Senate as the central decision-making body of the Institution, and the Board of Governors as the supreme supervising body. Terms, which should replace these denominations, can be asked to be protected by law under the provisions of Article 17 (Section 2). (3) The Senate shall be composed of the following groups according to Article 19 (Section 2): a.) Professors b.) Assistants and Lecturers c.) Administrative and technical staff d.) Students All procedures of creating, establishing and operating the Senate are to be regulated by the statutes of the provider. The Senate must include at least two women as voting members. (4) Any other deciding body shall respect the right of students and women to participate in decisions. It shall be composed according to the appropriate competence and denomination of its members. In bodies responsible of study and teaching affairs, the quote of students included shall be at least 40%.

It was envisaged that the Director of IIEP and the Manager of this project would visit Kabul in mid-November 2003 to present the findings and recommendations of the Plan Team to the Minister of Higher Education. Based on the Minister's feedback, the first draft of the Plan would have been completed. Unfortunately, the general situation in Afghanistan at the time did not make it possible for this visit to materialize. Hence, the work to finalize this draft of the Plan was not possible until further extensive discussions were held, both in Paris and in Kabul, between representatives of MoHE (Mr. Zaher Wahab and Mr. Askar Mousavi, Advisers to the Minister of Higher Education) and representatives of IIEP in January, March and April 2004. During these meetings the document was discussed in detail, particularly the recommendations and matrix summarizing the proposed projects and activities. More discussion with MoHE is needed to further refine the matrix, especially the estimated cost of each activity or project and to assign specific departments and units within MoHE responsible for its implementation. During the discussions with the Minister's representatives, and previously during the drafting of the document, the draft higher education law prepared in parallel by MoHE with assistance from DAAD was continuously taken into consideration and referred to. Furthermore, during the September 2003 mission, the data on higher education institutions collected by the Planning Department and by Asian Development Bank consultants were integrated by the IIEP team in cooperation with the ADB consultants. This database was distributed among all the members of the coalition partners for use in the Strategic Action Plan. This demonstrates the value of the coalition of actors for the preparation of this draft and, more importantly, its potential for the successful implementation of this Plan.

The Minister of Higher Education and the Director of IIEP wish to extend their thanks to colleagues in the Ministry of Higher Education; in other Ministries and in the Institutions of Higher Education; to the Afghan Permanent Delegate at UNESCO, Mr. Zahir Aziz, for his continuous support and advise; to colleagues at UNESCO-Kabul Office for their cooperation, assistance on administrative matters and important input on substance; and to all the representatives of the national and international organizations and agencies which supported and facilitated this endeavour. Further, the formulation of this Plan would not have been possible without the involvement of the Advisers to the Minister, Mr. Askar Mousavi and Mr. Zaher Wahab who worked closely with the team throughout the process. Thanks also go to Mr. Jan Levy at the Norwegian Ministry of Education and Research for general advise on legal issues in higher education, and to Lorraine Daniel for her work on formatting and layout of this document. Finally, UNESCO and IIEP wish to express appreciation to the German Government (BMZ) and the Nordic donors (Finland, Sweden, Norway and Denmark) for funding the work on the Strategic Action Plan.

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The team recommends that • *The Ministry be in charge of laying down the principles of democratic institutional governance and management in the higher education law as well as the main bodies in charge (i.e. presidency, board of governors, senate).* • *The Ministry lays down the composition and responsibilities of the main management bodies at the institutional level.* • *Institutions be entitled to define the more precise powers of each decision-making body on their own internal statutes, but they should need approval from the Ministry to check whether basic principles of democracy have been observed.* • *The main governing body be directly accountable to the Ministry, both financially but also in terms of results achieved.*	

CHOICE TO BE MADE 12	*PROPOSAL FOR A LEGAL TEXT*
Who should decide about the responsibility and the modalities for the funding of public higher education institution? Should there be a link between performance and level of funding? 1. It is a societal choice to what extent the financial responsibility for public higher education is to be shared between the government and the families/students. This choice will be founded on the assumption about whether the benefits from higher education accrue to both the country (Afghanistan is in crucial need of qualified higher education graduates), or to the individual (expected life earnings). In a country context such as Afghanistan where the needs for funding in all social sectors are tremendous, it is defendable that families/students and the private sector contribute to the development of higher education. 2. The funding methodology is a crucially important instrument for the steering of higher education, since it communicates most forcefully the priorities of higher education policy. For instance, if the Ministry wishes an expansion of student numbers, it will set its funding methodology in such a way that institutions will recruit an increasing number of students. If the Ministry wishes institutions to recruit science students, it can set a high price for such students, etc.. 3. There are two main types of budgets : a lump sum budget or a line item budget International trends go to lump sum budgeting (most commonly linked with increased accountability mechanisms), However, lump sum budgets need stronger administrative capacities in financial management at the institutional level which will have to be developed in Afghanistan. 4. There is currently a trend in the international debate about funding policies which suggests to make funding at least partially performance–based, most commonly for the research part, but also in relation to the teaching (i.e. number of graduates). Performance–based funding provides the Ministry with a strong steering instrument, but also invites institutions to maneuver strategically, and thus requires a solid statistical apparatus (not yet in place in Afghanistan) which is cheat proof, as well as solid quality assurance procedures (foreseen in Afghanistan, but not yet in place). 5. A formula funding mechanism based on input parameters (mainly students by groups of discipline) seems to be most recommendable. *The team recommends that* • *Funding public higher education should be the main responsibility of the State, but that families and the private sector may contribute a part of the cost (to be decided), since they are also beneficiaries.* • *It is the responsibility of the Ministry to set the*	**Article 54** **Funding provisions** (1) According to Article 3 (Sections 2 and 3), public funds shall be allocated in a contract between the State and the provider as a lump sum budget dedicated to cover the recurrent costs of the provider and including the average calculated costs for defined investment. Special funds shall be allocated for the construction, renovation, maintenance and improvement of buildings. (2) Central funds shall be offered by the Ministry to promote the innovation of teaching and research, centres of excellence, the advancement of young academics, gender issues and other objects of central public interest. These funds shall be dedicated through competitive procedures. (3) Provincial and municipal administrative bodies shall contribute to the funding of public providers under the provisions of special governmental instructions. **Article 55** **Public budget and budgetary management** (1) The budget has to be managed in accordance with the principles of the commercial accountancy including a cost-orientated and performance-orientated accounting and an annual account, which has to be approved by the Ministry on proposal of the Board of Governors, and shall be published thereafter. (2) Any funds remaining at the end of the financial year shall be used to create reserves for the further development of the provider. They must not become negative resources for the upcoming budget in the next fiscal year. (3) The provider decides within the framework of a ceiling, given by the Ministry, about the employment of the personnel and the temporary and permanent liabilities from such employment.

funding methodology in such a fashion that it clearly communicates the priorities of the government for national development to the institutions. • *Funding shall be given in line with set targets to be negotiated between institutions and the State.* • *The legal text suggests a contractual funding mechanism and lump sum funding which is the method for funding which respects most institutional autonomy while making sure real HEIs are acting in a public service fashion.*	

CHOICE TO BE MADE 13	*PROPOSAL FOR A LEGAL TEXT*
What should be the accountability mechanisms for public providers of higher education? If there is no legislation, 1. Direct lines of authority and responsibility will not be clear. It is of crucial importance to stipulate explicitly that the main supervisory authority in a higher education institution (suggested to be the Board of Governors) is at the same time the body directly accountable to the public authority in charge (here the Ministry of Higher Education). If the main decision-making authority is a collective body, they may delegate part of their management authority to the head of institution (suggested to be the president). In this case, the president shall bear personal responsibility for the higher education institutions and be directly accountable to the Ministry. 2. Procedures of accountability will not be clear. It is a current and good practice to stipulate that there shall be a procedure for an external and internal financial audit. Such a practice should be conducted on a regular basis, preferably once every year. It is important also to lay down that annual financial audit reports have to go to the Ministry and that the Ministry has the power to take direct sanctions against the president and/or the members of the governing board. *The teams recommends that* • *The law stipulates that both of the Board of Governors should be held personally accountable for the use of public resources.* • *Procedures for financial accountability be explicitly stated in the law, (i.e. annual financial audits with audit reports to be transmitted to the Ministry).* • *The Ministry has the power to take sanctions against the president (or the governing body) who may be revoked from his responsibility and charged by law.*	**Article 51** **Board of Governors** (1) The Board of Governors of a public provider of Higher Education shall be accountable collectively and through each of its members to the Ministry for the proper and efficient use of funds allocated to the provider by the Ministry or other public sources. (2) The Board of Governors shall consist of seven voting members. The Ministry will appoint four members, and the Senate three members. Members of the provider are excluded. At least one member is required to prove economical expertise. The Chairperson of the Board shall be elected by the members of the Board. (3) The Board of Governors shall, within the provisions of the statute of the provider, appoint the first Vice-President with appropriate managerial and financial expertise and experience to be responsible for the executive management of the provider and management of public funds allocated to it. This Vice-President will be appointed by the President. (4) The Board of Governors decides on special statutes and procedures. These shall be approved by the Ministry and the President. They shall include rules on complaints from the Presidency against the Board of Governors and vice versa. **Article 52** **Audit** (1) The statute of a public provider shall include provisions for effective independent external and internal financial audit. (2) A copy of every report made by an external or internal auditor shall be submitted to the Board of Governors and the Ministry which may call for any explanation from the unit under scrutiny or investigation. (3) The Ministry may appoint an independent auditor to investigate the financial affairs of any public provider of Higher Education and the Board of Governors of that provider shall secure co-operation with the auditor. (4) In the cases when the Ministry thinks there are indications of serious mismanagement of public funds, the central authority (government or judiciary, not yet decided, depends on the future Constitution of Afghanistan) may order the dismissal of the entire Board of Governors of a public provider of Higher Education and take over direct control of the financial affairs of the provider for a period not exceeding three months pending the appointment of a new Board of Governors.

	(5) An appeal against the dismissal of the Board of Governors may be made by any former member of the Board of Governors to a court of competent jurisdiction. The appeal does not have a postponing effect on the measure of the central authority.

CHOICE TO BE MADE 14	*PROPOSAL FOR A LEGAL TEXT*
Should public providers be allowed to conduct commercial activities and/or establish commercial companies? If there is no legislation, 1. There will be less commercial activities, which will most likely result in the loss of opportunity to generate much needed resources, but also opportunity for professional development of academic staff that take part in professional work. 2. It will not be clear whether commercial activities conducted by higher education institutions are to be placed under public or private law and whether they are taxable. 3. If there is no provision to establish a commercial company, it would be more difficult to protect the primary activities of higher education institutions, (i.e. teaching and research, because there will be a less clear separation of core and commercial activities). Most commonly, such a separation is clearly made in the management regulations that set the terms of operation in the commercial company. 4. If there is no opportunity provided by law to set up a commercial company, all commercial activities will be conducted under the administrative regulations of the higher education institutions, which are most commonly constraining (for instance with regard to the recruitment of temporary staff or for the purchasing of needed equipment). In order to be able to operate in the market for their commercial activities, higher education institutions need the administrative flexibility that allows them to operate as quickly in the market as other providers of commercial services. 5. It will not be more difficult to establish a framework for the handling of conflicts of interest. It is crucially important that the higher education law stipulates, as a principle, that commercial activities should never be conducted to the detriment of teaching and research, but that they should reinforce them through competency development or generation of funds. *The Team recommends that* • *There is explicit mention that commercial activities are permitted as long as they are not conducted to the detriment of primary activities of higher education institutions.* • *Institutions of higher education are also allowed to set up commercial companies within the framework of clear management regulations stipulating accountability mechanisms and procedures for the handling of conflicts of interest.*	**Article 56** **Commercial activity** (1) A public provider shall be free within the provisions of this Law, other applicable laws, its licence and the statute, to take any measures to promote and exploit its activities commercially for the benefit of the provider. The provider shall be insured that this added income and part of its budget according to Article 54 is not be taken into account by allocating funds according to Articles 3 (Sections 2 and 3) and 54. (2) The taxation of commercial activity by a public provider of Higher Education shall be in accordance with the applicable law. **Article 57** **Corporate budget and budgetary management** (1) The provider as a corporate body may create property from private funding. Each private fund increases the endowment of the provider, except in cases when the donor explicitly demands his fund to be added to the public budget of the provider. (2) The State cannot be held liable for any transaction within a provider's activities as an enterprise. (3) The provider acting as an enterprise, using corporate property, may found or participate in private companies under private law by approval of the Board of Governors. An investment into such a business must not exceed a certain percentage of the providers annual budget. The percentage of the budget and the absolute amount of an investment into private businesses or joint ventures must be reported to the auditor.

CHOICE TO BE MADE 15	*PROPOSAL FOR A LEGAL TEXT*
Should private providers be eligible for public funding and if yes, under what conditions? Should such funding be limited to "not for profit providers" only? If there is no legislation, 1. The financial responsibility of the State towards private providers will remain vague. Given the fact that private providers perform their activities at least partially within the interests of national development (most frequently advanced training in professional areas), they may thus theoretically be eligible for parts of public funding, under the condition that they are accredited by the national accreditation agency. 2. Public funding of private providers (either direct funding or student welfare), enhances the steering capacity of the state of such providers. In particular, if they are not eligible for public funding it will be more difficult to enforce their compliance with legal dispositions and to have an impact on their way of functioning and programmes (in particular the requirement to regulate their tuition fees). The provision of public funding should, however, be linked with certain conditions or specifically allocated to certain projects of private providers. 3. There should be similar (or even stronger) accountability requirements for private providers as the one used for public providers, and their management authorities should be directly held responsible for any misuse of funding. 4. Whether there will be scope for the provision of public funding to private providers will mainly depend on the financial capacity of the Republic of Afghanistan. Given the manifold and often conflicting funding requirements of the social section, funding constraints, in the short term, will dictate the policy to be followed. *The team recommends that* • *The Ministry only exceptionally provides funding to the private "not for profit" providers of higher education which are accredited and which offer services in the interest of national development.* • *The Ministry links public funding to strict accountability requirements such as yearly financial audit and regular quality assurance mechanisms (already stipulated in the law).*	**Article 60** **Special provisions for private providers** (1) Private providers of Higher Education are not entitled to be funded or subsidized by the State. If in public interest, especially in case private providers complement the offers of public providers appropriately to the demands of the public, and in accordance with the recommendations of the AEAA, allocations may be received from the Ministry for teaching or research only; in allocating funds the Ministry may impose conditions. (2) The appropriate executive authority of a private provider of Higher Education shall report to the Ministry for the proper and efficient use of funds allocated by the Ministry or other public source, and the Ministry may require access to the books and records of the provider for this purpose.

CHOICE TO BE MADE 16	*PROPOSAL FOR A LEGAL TEXT*
Should there be any tuition fees to be set either by public higher education providers or the Ministry? Should the same apply to private providers? If there is no regulation, 1. Public providers may charge any fee for participation in higher education and they may all operate according to market principles (i.e. charge the price which the market can bear). With respect to public providers, this may be contradictory with the above-mentioned assumption that the benefits of higher education accrue to both the country and the individual, which is the justification for a cost sharing approach. 2. Charging completely unregulated tuition fees is also contradictory with the assumption that many students from lower socio-economic groups would not have the opportunity to participate in higher education. This would then lead to a sub-optimal development of the country's human resources. 3. The regulation of tuition fees is thus advisable not only from a human resource development perspective, but also from an equity point of view. One of the main functions of the Ministry is to see that the education system remains equitable as much as possible, and that there are opportunities for social mobility. In a country where there are tensions among ethnic groups, the issue of distribution of opportunities for higher education study is particularly sensitive and requires an approach which prevents all types of exclusion (in particular when certain ethnic groups have the economic power in a country). 4. One choice to be made in policy relating to tuition fees is whether there shall be a link between the cost of higher education and the amount of tuition fees. Such a link is certainly justified when the expected earning opportunities (private rate of return) are much higher in high cost than in low cost studies (for instance medicine, pharmacy, engineering, etc). 5. Another choice is whether tuition fees should be the same for nationals and non-nationals. Given the fact that the State has a primary responsibility towards nationals of Afghanistan, it is logical that higher education institutions may also charge full cost fees to non-nationals. This is current practice in many countries now (i.e. UK, Australia). 6. When private providers receive funding from the State, their tuition fees may also be regulated given the fact that the above-mentioned arguments of human resource development and equity apply to them, too. When private providers operate on a "for profit basis", there is no need to regulate tuition fees since the assumption is that their main purpose is to generate income that they operate according the market principle.	**Article 24** **Financial charges and contributions** (1) According to Article 43 of the Constitution of Afghanistan, the study up to the first academic degree is free of charge concerning the costs of teaching. (2) Except studies according to (Section 1) all regular students shall contribute to the costs of their Higher Education by paying charges for certain defined services by the provider. The charges must be defined exactly by the provider. All payments must be confirmed by receipts. (3) Certain disciplines may raise an additional charge for teaching material subject to a decision of both the Senate and the student representation of the provider. (4) For Community Colleges, special regulations shall apply which allow contributions different from Sections 2 and 3. (5) Irregular students will contribute to the provider's budget by a special fee which must be decided by the Senate of the provider and shall be approved by the Ministry.

The team recommends that • *Higher education at undergraduate level be free of charge.* • *Higher education providers may charge fees for certain services to students.* • *Community colleges may apply special regulations.*	

CHOICE TO BE MADE 17	*PROPOSAL FOR A LEGAL TEXT*
Who should decide on the titles, grades and conditions of service of higher education staff? If there is no legislation, 1. Higher education institutions have full autonomy to recruit anybody with the qualifications and competences that they freely decide themselves. This means that there will be no stated link between certain titles and grades (for instance PhD) and participation in specific activities (for instance post-graduate training and direction of thesis work). It is quite likely that the academic staff in place in Afghanistan will oppose such as system, which takes away the present privileges linked to their title. 2. If there is no link between academic titles and grades and recruitment in the universities, it will also be more difficult to create linkages between the Academy of and the universities. PhD holders, a rare human resource in Afghanistan, should be specifically entitled to teach on post-graduate programmes and to do research. 3. If higher education institutions may recruit anybody irrespective of stipulated requirements regarding their academic qualification, the Ministry will lose one of the most important traditional instruments of quality assurance. Putting in place requirements for academic credentials for academic employment, particularly for the university sector, helps to ensure that universities offer research related teaching, at least at advanced levels. 4. Given the recent history of Afghanistan, it is very important to request higher education institutions to state in their statutes (public providers) and constitutions (private providers) that academic freedom is a principle to which institutions have to obey. In particular, each provider has to lay down that academic freedom relates to freedom of speech and the publication of any results obtained from academic research. It is also necessary to put in place a central body to which complaints of non-observance of this principle can be addressed. 5. A decision will have to be made whether there shall be a national framework of employment conditions for higher education staff or whether the institutions may freely decide on conditions of employment. If there is a national framework it should be worked out between the Ministry and the staff unions. The existence of such a framework would avoid unhealthy competition and over-bidding for rare academic staff between institutions as well as lengthy discussions with individuals in the recruitment process. While such a framework restricts institutional autonomy, academic staff will support a national framework of conditions of service which will act as a protection to them.	**Article 29** **Conditions of service** (1) The employer of all employees at public providers is the State through the Ministry. The Presidencies of public providers have all rights of an employer, which can be derived from the State applicable to this law; so far the Presidencies are operating under the special supervision of the Ministry according to Article 58 (Section 3). (2) The statutes of a public provider shall contain provisions relating to the appointment, tenure, promotion, discipline, dismissal and retirement of staff. The regulations shall support the prevention of corruption and nepotism. They shall ensure fairness including equal pay for work of equal value as between men and women. (3) The principal conditions of service for the staff of public providers of Higher Education shall be consistent with the applicable law; where other conditions shall be applicable, they shall be explicitly named in this law or in the statutes of the provider. (4) Other conditions of service of staff in public providers, excluding individual salary and benefit levels, shall be determined by the Ministry which shall establish appropriate consultative frameworks with recognized trade unions or other representatives of staff and with representatives of the providers. (5) Each member of staff shall be employed under individual contract with the Ministry, represented by the head of the institution or governing body of the provider of Higher Education. (6) The statute of a public provider of Higher Education shall provide participation of international experts in the appointment of academic staff of professorial status. **Article 30** **Extra-official activities** (1) The Ministry is authorized to regulate the approval and the performance of extra-official activities by an instruction including provisions regulating the circumstances in which a member of staff may take up additional paid or unpaid employment, and limiting the legal liability of the employer in such cases. (2) No extra-official employment or activity must interfere with the duties and obligations from the contract with the provider. Money earned with a significant input from resources of the provider shall be declared to the provider and may be

The team recommends that • *The Ministry defines a framework of conditions for the recruitment, appointment and re-appointment of academic staff which stipulate the minimum academic credentials necessary for employment at different levels and in the different sectors of higher education.* • *The Ministry makes the stipulation of academic freedom in the statutes of pubic providers and the constitution of private providers a condition for their accreditation.* • *The Ministry defines a framework for the employment conditions : salary scales, working hours, progression in the career, staff development and retirement.*	charged with a certain percentage of the net income to be decided upon by the head of the institution. Such procedure needs to be conducted in writing. **Article 31** **Professors and their responsibilities** (1) Professors fulfil their duties of teaching and conducting research independently, including giving examinations and student counselling (2) Assistant Professors are entitled to qualify for an appointment as Full or Associate Professor. **Article 32** **Requirements for the appointment of Professors** (1) As a rule, qualifications required for an appointment as a Professor are: a.) a Master-degree with subsequent doctoral study or equivalent scholarly or scientific work in an academic institution, or in business, industry or public service; b.) significant teaching experience; c.) a doctor's degree of outstanding quality or equivalent scientific performance. (2) Full Professors and Associate Professors shall have the experience of a minimum of two years as an Assistant Professor or as the holder of an other equivalent extra-institutional position. (3) Professors of Afghan origin and/or citizenship, who have earned their degrees in a foreign country, must neither be discriminated against nor privileged to applicants who have earned comparable degrees in Afghanistan. **Article 33** **Appointment of Professors** (1) Full Professors and Associate Professors are appointed by the Ministry on proposal of the provider. (2) Assistant Professors are appointed by the Presidency. (3) The appointment shall be made public by the provider. (4) Preceding the appointment, the person to be appointed shall prove that he or she does not hold any position which is incompatible with the full-time contract as a Professor. During the tenure as a member of Government, of the Loja Jirga, and other constitutional bodies to be established as defined by the Constitution of Afghanistan, the rights and duties from the appointment are

suspended, but will be reactivated as soon as the tenure of such position ends.

Article 34
Special employment conditions for Professors

Apart from the regulations in Article 28 (Section 2), Professors shall enjoy the full range of privileges from academic freedom, and consequently, a reasonable flexibility in creating their own working environment within the limits of this law and the financial resources available.

Article 35
Temporary employment of Professors

Temporary employment of Professors is the rule for the first appointment within the range of this law, i.e., irrespective of the provider. Whether a contract will be renewed or extended as a temporary one, or is being converted into a permanent position, will be regulated by administrative instructions of the Ministry and the decision of the provider.

Article 36
Honorary Professors

(1) Scholars with outstanding reputation, who normally are not eligible as Full or Associate Professors, can be nominated as Honorary Professors. They may enjoy some professorial privileges in conducting research or remunerated teaching, but are not members of the Institution with entitlement to a contract, a salary and voting rights. Their rights as Associates shall be described in the statutes of the provider.

(2) Honorary Professors may additionally get a temporary contract as a Lecturer.

Article 37
Assistant Professors

(1) Assistant Professors are academic teachers and investigators on the first step within a tenure track system of promotion and career. They shall fulfil the requirements of Article 32 (Section 1). The provider may allow the application as an Assistant Professor, if the person has not completed a doctorate, but can prove a very advanced status in doctoral studies.

(2) As a rule, the first employment of an Assistant Professor is limited in time. It shall not exceed a period of more than three years without substantial evaluation and appraisal. No Assistant Professor shall gain a permanent position after two extensions of temporary contracts. After the second extension or after a maximum period of service of 8 years, an Assistant Professor is either promoted to Associate Professor, or becomes an Academic Staff Member (Article 39), temporary or permanent, or will be discontinued.

Article 38
Assistants

Assistants are graduates on temporary employment with the main obligations to complete their doctorate within a certain period of time, to assist the Professors in teaching and research or artistic production, to acquire teaching experience and to prepare for application as Assistant Professors.

Article 39
Academic staff members

Academic Staff Members are members of the institution, which enjoy the rights from Academic Freedom to an extent, which is described in their contract as temporary or permanent teachers, researchers as complementary to the professorial staff, or as assigned to special fields or disciplines or arts.

Article 40
Lecturers

Lecturers are not members of the institution, but Associates. They support teaching by special assignments which are regularly based on temporary contracts. No Lecturer may stay longer than five years under a temporary contract, which shall become renewed by the year.

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Who should set the general framework for student rights, obligations and representation? Shall there be an appeal procedure? If there is no legislation, 1. It will not be clear what students can legally claim as a service entitlement from higher education. In particular, their democratic right of representation (to be stipulated in the new Afghan higher education law with regard to the composition of governing bodies) needs to be laid down also as a student's right. This may be done either in the higher education law itself or it may be stipulated that the providers have the obligation to refer to such democratic representation in their statutes and constitutions. 2. In order to allow students to speak with an organized voice on matters of the representation of their interests, it will be necessary to help them create student organizations. For them to be effective, they need funding and rooms for meetings. In some countries, institutions for higher education are in charge of collecting a compulsory membership fee for student representative bodies. 3. It needs to be established as a principle in the law that students are entitled to freedom of speech and ideas and protection from discrimination on ethnic or gender grounds. It will be necessary to set up a body that will deal with complaints in this respect. 4. At the same time, students' obligations need to be stipulated which provide a framework of reference for possible sanctions (punishment, exclusion). *The team recommends that* • *The Ministry lays down in the law the general principle of students' rights and obligations as a framework for institutional statutes and constitutions, both for public and private providers of higher education.* • *In particular the principle of freedom of speech and ideas be anchored in the higher education law.* • *The Ministry puts in place an organ and an appeal procedure to deal with complaints and claims from students.* • *The law makes special provision for the organization of student's unions which should be the main collective bodies to defend student rights.*	**Article 23** **Student rights and obligations** (1) Students who are admitted to and enrolled at a public provider of Higher Education enter into a legal membership of the provider. (2) Students are entitled to the following rights, which may be elaborated further in the statute of the provider: a.) to attend all classes, lectures, seminars and other teaching organized in their courses and subjects according to the terms their enrolment and, subject to available capacity, other organized teaching unless restricted to certain levels of proficiency; b.) to have use of all premises, libraries and all other services for students located at the provider; c.) to participate in elections for student positions in bodies established under this law and the provider's statute; d.) to obtain a student identity card (Student Card), which entitles the student to certain benefits as laid down in this law or will be granted by third parties. (3) Students have the following obligations and duties: a.) to observe the rules made by the provider; b.) to have due regard to the rights of staff and other students; and c.) to give due and full attention to their studies and participate in academic activities. (4) The statute or any equivalent document of every provider of Higher Education shall contain provisions which: a.) support a student advisory service additive to the course-related information and advice; b.) secure the students' freedom within the law to question and test received wisdom and to put forward new ideas and controversial or unpopular opinions without placing themselves in jeopardy of losing their position or any privileges as members and from academic freedom they may have with the provider; c.) secure the students' freedom of speech, organization and assembly within the law; d.) protect students against discrimination on any ground such as sex, race, sexual orientation, marital status, language, religion, political or

	other, opinions, national, ethnic or social origin, association with a national community, property, birth or other status; and e.) provide fair and impartial mechanisms for dealing with disciplinary questions affecting students. (5) Students have the right to complain about the quality of the teaching or other facilities of the provider and the statute shall make provision for dealing fairly with such complaints. (6) The circumstances in which students may be removed from registration for academic or disciplinary reasons, and procedures for appeal, shall be elaborated in the statute of the provider. (7) Students shall have the right to challenge any decision or action of a provider of Higher Education in relation to them at the Ministry and at a court of competent jurisdiction. (8) Persons who have completed the final examination for the degree for which they are enrolled cease to have the status of student. They must return their Student Card at the moment they receive their final graduation document. **Article 27** **Student representation** (1) The statute or any other document of a provider of Higher Education shall provide for the establishment of Student Union and Student Associations to represent students and to contribute to the social, cultural, academic and physical recreation needs of students and to the student advisory service. Each student is automatically a member of the corresponding union by law. (2) Student Unions are lawful independent bodies with branches in all departments managed by students to defend their rights and to look after their interests. A National Student Union makes up of all Student unions nationwide. (3) Student Associations are smaller bodies organized by students for special purposes under the umbrella of a single Student Union. (4) Public providers of Higher Education may contribute financially towards the establishment of a student body, including capital and recurrent costs of buildings and facilities. The students shall contribute to the recurrent costs only.

CHOICE TO BE MADE 19	*PROPOSAL FOR A LEGAL TEXT*
Who should be in charge of the student financial support and welfare? If there is no legislation, 1. This means that it is the families of Afghan students or the students themselves who will be in charge of providing the funding needed for student housing, meals and any other financial support at an individual basis. At present, there are only a small number of wealthy families in Afghanistan who can afford to do this and this would certainly limit the number of students which can take part in higher education. In particular, if it is the students who have to bear the cost of the living expenses, they will have to accept jobs which will lengthen their study time. 2. It is the families who have to bear the whole financial burden of higher education, including student welfare, and more vulnerable groups such as women and ethnic minorities will be the most easily excluded from higher education. For women students, it will be particularly important to put in place dormitories without which they will not have access to higher education. 3. Both the equity and the human resource development argument justify that the State ensures the major financial burden of both the cost of higher education and the cost of student welfare. This would, however, severely restrain the potential of widening access to higher education, given the constraint funding capacity of the State. 4. For this reason, it is necessary to put in place a cost-sharing mechanism, meaning that those who can afford to make a financial contribution to the cost of higher education and to their own welfare will be obliged to do so, and that there be put in place a support mechanism for the needy students, such as a scholarship or a student loan scheme. 5. At this point in time, it might be difficult to establish family income levels with certainty due to a non-existent, unreliable income tax system. Also, a student loan scheme may not be easy to put in place because graduate tracking will not be easy in the near future. However, the most adequate organizational option can be decided later when the basic principles of cost sharing linked with public support for the needy students have been adopted. *The team recommends that* • *The Ministry be in charge of student support and welfare, and that it takes a particular responsibility to provide support for presently disadvantaged groups such as women and ethnic minorities.* • *The Ministry adopts nevertheless the principle of cost sharing and that student support will at least partially*	**Article 25** **Student services and further contributions** (1) Student services, such as transportation, housing accommodation, catering, medical and social assistance or other necessities for daily life shall be specially provided for by one or more public or private institutions under the joint supervision by the provider and the student body. The State shall support these institutions by funding the investments. The student services budget shall not be a part of the providers budget, which should only focus on objects of teaching and research. (2) Students shall contribute to the costs for accommodation, as far as dormitories are provided, for food and for transportation to and from the campus. (3) The Accommodation Charge is a contribution, which is calculated by the student welfare programme and must not exceed 75% of a local average indicator as calculated by the institutions according to Section 1 and confirmed by the Ministry. Dormitory accommodation shall be available to female students with priority. Only regular students are eligible for dormitory places. The distribution of dormitory places must follow a procedure, which has been approved by the Ministry and is publicly advertised. (4) Food and other necessities shall not be provided for students if such commodities are available at appropriate costs and in reasonable distance from the campus. The provider shall decide upon supply with subsidized food within the framework of the student welfare programme. (5) Transportation shall be free on all regular public transport facilities within the validity of the Student Card in the student welfare programme. (6) Other charges besides those mentioned afore shall not be raised. **Article 26** **Student welfare** (1) A student welfare programme shall cover the costs for those students who cannot afford to contribute fully or partly to the costs according to Articles 21 and 22. The Ministry is authorized to regulate the programme according to its regular budget. (2) Public providers of Higher Education may institute additive schemes of assistance for students out of funds not allocated from public sources. External contributions to the student welfare programme shall be acceptable as charities and benevolent donations without binding

be based on a loan scheme upon which modalities the Ministry may later decide upon.	responsibilities for the accepting Ministry or provider.

Appendix 3

Establishment of an Afghanistan Evaluation and Accreditation Agency (AEAA)

Monitoring and encouraging quality in higher education management will be the responsibility of the Afghanistan Evaluation and Accreditation Agency whose functions will be defined by the new Law of Higher Education. The following by-laws will provide a sound basis for the AEAA as well as procedures for its operations.

Article 1

A Council will be set up for the AEAA and will be called 'The Afghanistan Evaluation and Accreditation Agency'. It will be comprised of the Head of the AEAA as the Head of the Council and eight to ten additional members.

Article 2

The Head of the AEAA will be appointed based on the recommendation of the Minister of Higher Education. Members will be selected on the basis of their academic specialization and professional experience. At least five members should have occupied a rank of Professor or Associate Professor at a national or international university. Members will be appointed by the Minister for a period of 4 years, renewable once. If the position of any member becomes vacant, a replacement will be appointed for the remaining period.

Article 3

No member can be appointed if he or she is President of any institution of higher education or a shareholder or owner of one. No one can be appointed as Head of the Council or as a member in it, if he/she is a member in any governing board of a higher education institution.

Article 4

The objective of the Council is to improve and upgrade the quality of Afghan higher education. To achieve this objective, the Council will have the following responsibilities:

- specifying the criteria and requirements for licensing and accrediting new institutions of higher education; revising and adjusting these criteria on the basis of the general policy and strategy for higher education in Afghanistan; and deciding on the accreditation of these institutions and their programmes on the basis of these criteria;
- reviewing and assessing the academic performance of higher education institutions and the extent of their adherence to the specified criteria;
- forming professional committees to assist the Council in performing its tasks as the need arises;
- ensuring that institutions of higher education fulfil their objectives by instituting comprehensive programme assessments in order to evaluate the performance of these programmes;
- proposing rules and regulations and criteria for the accreditation of higher education institutions and specific procedures for the Council to discharge its responsibilities, and submitting them to the Minister for the necessary legal follow-up; and
- reviewing and revising existing criteria for the recognition of foreign institutions of higher education and submitting them to the Minister for the necessary legal formalization.

Article 5

The Council will be authorized, by special regulations for this purpose, to oversee and monitor the adherence of higher education institutions to the accreditation criteria and to take the necessary legal measures, more specifically to provide notice to the non-compliant institution to rectify its violation within a specific period of time. The Council can recommend to the Minister, in case of non-compliance, the following measures:

- payment of a fine to be decided by the Minister and paid to the AEAA account;
- withdrawal of the accreditation of the non-compliant programme; and/or
- closure of the non-compliant institution, temporarily or permanently.

Article 6

The Ministry will collect on behalf of the AEAA all fees for accreditation and licensing as determined by the Minister in a special regulation. The Minister will issue all necessary regulations for the implementation of these by-laws.

The AEAA will have an Executive Office at the MoHE comprised of the Head of the Agency, two administrative assistants, one secretary, four 'specialization co-ordinators' (e.g. one each for the social sciences and humanities, natural sciences, engineering sciences, educational sciences and medical sciences). These specialization experts will have at least a masters degree in their specialization.

The AEAA Council will meet once a month at the MoHE. Council members will not be employees of the MoHE; They will volunteer their time and be compensated only for their appropriate expenses.

The Head of the Agency in consultation with the Council will appoint, according to need, professional reviewers/committees of programme documents.

The following section indicates the steps in the academic process and the necessary documentation that will be required.

Step	Documentary Evidence & Clarifications
1. Receiving the request ↓	1.1 To be received at AEAA office by 30.6 of the year prior to the academic year for which the request is proposed. Request is recorded in the database of the new requests.
2. Request complete administratively ↓	2.1 Submitted on special form for new programmes, signed and dated. 2.2 Submitted on special form for new institutions, signed and dated. 2.3 All listed documents in the forms attached. 2.4 Two copies – hard and electronic – of the request are submitted. 2.5 Relevant licensing and accreditation fees are transferred to AEAA's bank account. 2.6 Requests submitted by 30.6 and not 'completed administratively' by 31.12 of the same year are dropped from the database and applicants must re-apply.
3. Evaluation of request ↓	3.1 In-house evaluation by the relevant 'Specialization Co-ordinator'. 3.2 Send request to an internal (in Afghanistan) evaluator. 3.3 Send request to an external (outside Afghanistan) evaluator. 3.4 Specify 3 weeks for the submission of evaluations. 3.5 Requests are sent under the cover of a Standard Letter signed by the Head of the Agency.
4. Follow-up of recommendations ↓	4.1 Send evaluations (blind) to the initiator(s) of the request, for follow-up and revisions. 4.2 Grant a period of 3-4 weeks to submit required revisions. 4.3 Review evaluations by the relevant 'Specialization Coordinator' at AEAA. 4.4 If recommendations are contradictory, send the entire file to a third evaluator.

Executive Summary

Over the last decades of civil war, Afghanistan has experienced a close to break-down of its whole education system. During the years of war, the higher education system collapsed: Academic staff and students left, teaching stopped and most buildings were either damaged or destroyed.

All levels of the education system are currently in a stage of profound rebuilding and restructuring. Basic education is fundamental in Afghanistan as it a human right and as every citizen must be provided with the basic tools to take part actively in society. But higher education is also vital, as the country is in crucial need of developing its advanced human resources to staff the national administration with qualified officials, build up its health system and generate wealth through the development of its private sector.

With this in mind, the public authorities of Afghanistan called upon UNESCO's International Institute of Educational Planning to initiate a process for the preparation of an Strategic Action Plan for the development of higher education in Afghanistan. The process of the Plan was designed by IIEP and the Afghan Ministry of Higher Education to be open and participatory. A team of IIEP experts worked together with a group of officials from the Ministry of Higher Education in Afghanistan for two weeks during September 2003 (i) to collect data; (ii) to diagnose the current status of higher education; and (iii) to make informed recommendations on a comprehensive set of political choices for restructuring and rebuilding of the whole higher education system.

This Strategic Action Plan for Higher Education in Afghanistan consists of two major parts. Part I presents an analytical foundation and framework for Part II, which details the many projects required to realize the plan.

In Part I, the analysis is carried out as arguments in relation to explicitly formulated questions, such as 'What should be the institutional structure of higher education?' and sub-questions such as 'Who should decided on the basic structure of higher education?' or 'What should be termed higher education?' Each of these explicit questions leads to an identification of existing options and a discussion of what would be the preferred option for Afghanistan.

With this approach in mind, the team addressed the whole gamut of issues related to the institutional fabric of the system, its governance structure, admission and student policies, management of academic staff, improvement of the quality of teaching and learning, physical facilities and finance and management issues.

Some of the questions which have arisen are to be addressed in a legal document. While the Afghan national authorities are in the process of adopting their higher education law, the team of experts considered that it would be useful to explicitly refer to those legal issues and make recommendations for preferred solutions. Some illustrations of how crucial issues will be addressed in the higher education law are given under Appendix 2 which presents a list of such choices as well as extracts from the current draft law on higher education in Afghanistan. Part II of this Strategic Action Plan addresses the implementation of the policy choices outlined in Part I : What is to be done by whom, when and with what resources? It groups activities under projects, allocates responsibilities, establishes timeframes and cost estimations and thus plans for implementation.

The team was required to decide on a basic philosophy underlying the new system of higher education in Afghanistan. Given the need to make higher education a strong tool for nation-building, it was decided

5. Site visit ↓	5.1 Required for every request. The Head of AEAA arranges for a Site Visit. 5.2 A Site Visit Team of three is composed, generally, of the Head of AEAA, the 'Specialization Coordinator' and an external specialist in the field. 5.3 The time for the Site Visit is arranged with the relevant institution and should be finished before the end of October of that year. 5.4 The purpose of the Site Visit is communicated in writing to the relevant institution. 5.5 The 'Specialization Coordinator' prepares a Site Visit Report, which becomes an integral part of the evaluations.
6. Decision ↓	6.1 Send all evaluations to AEAA Council members accompanied by a summary of main conclusions, using a specific form designed for that purpose. 6.2 Place a copy of all requests under discussion on the AEAA website, with restricted access to Council members, for ease of reference. 6.3 AEAA Council discusses all requests ready for decision, in one or more special Council sessions for this purpose, to be held over the period of 15.11 – 15.12 of each year. The decisions and conditions are recorded on the 'Decision-Taking Form' to be signed by the Head of AEAA. 6.4 The Head of AEAA arranges for a special session with the Minister during the second half of December to review the decisions and issue the appropriate letters signed by the Minister.
7. Dissemination	7.1 AEAA updates the 'List of Accredited Programmes', including the new decisions, and disseminates it during the month of January. 7.2 The Minister's Office circulates to the local press news items about new decisions.

Appendix 4

Space Standards: A Starting Point

Note: The numbers given below are based on international experience with preference given to that of institutions in developing countries. Most of these standards apply to institutions that use a credit hour system with flexible scheduling. These are intended to be a starting point that Afghanistan can apply in short term development activities. Projects should aim to achieve the lower suggested targets. The development of a revised and expanded set of space standards for Afghanistan's specific needs for the long term is an urgent task. That work will ensure more functional facilities and will lower capital investment.

A. Sites

Land area to be acquired (with provision for teaching, sport, research, income generation and future growth) based on probable maximum enrolments:

- less than 1,000 students: 5 ha in urban areas, 25 ha in suburban areas;
- between 1,000 and 5,000 students: 20 HA in urban areas, 100 HA in suburban areas;
- over 5000 students: 250 HA;

In some cases, a mixture of urban and suburban properties may be the best way to serve the community.

B. Space Utilization for Academic Spaces

Teaching week: 50 hours (9 hours x 5 days + 5 hours x 1 day)
Classroom use target: 30 to 40 hours (60 - 80% of maximum)
Laboratory use target: 20 to 30 hours (40 - 60% of maximum)
Lecture hall use target: 25 to 35 hours (50 – 70% of maximum)

C. Total assignable area (classrooms, lecture halls, study halls and laboratories in square meters per full time equivalent student, sqm/FTE)

• education:	3.3 - 5.2
• social sciences and the humanities:	2.8 - 4.6
• economics, commerce and management:	2.4 - 3.0
• Islamic jurisprudence and Shari'a	2.4 - 3.3
• journalism and media	3.2 - 5.5
• law	2.4 - 3.0
• agriculture	5.4 - 7.3
• veterinary science	14.0-18.6
• engineering	9.2 - 11.7
• science (physical or natural)	5.1 - 7.4
• medical and allied health	6.5 - 8.0
• computer science and IT	3.3 - 5.0
• fine arts and music	3.6 - 5.0

D. Faculty office space

Add 15% to academic space

E. Balance areas

Add 20 % to academic space + office space

Balance area includes circulation, toilets, mechanical rooms, storage, cleaning facilities, internal partitions. Provide one toilet per 25 students.

F. Space standards for individual rooms:

<u>*Teaching spaces*</u>

Classrooms for 20 to 50 places:	20 m2 + 0.8 m2/place
Seminar rooms for 10 to 20 places:	20 m2
Lecture halls for 100 or more students:	60 m2 + 0.5 m2/place

Learning spaces

Science laboratories (undergraduates):		5 – 8 m2/place
Computer rooms:		2.7 – 3.2 m2/place
Libraries:	Catalogue area and work rooms:	varies
	Books:	0.8 m2/100 volumes
	Readers:	1.9 – 2.4 m2/place

Administrative spaces

Offices:

- Institution head (office, meeting room and reception/secretary): 150 m2
- Deans (office cum meeting room, secretariat): 100 m2
- Secretariat: 100 m2 for each faculty + 100 m2/1000 students
- Faculty: 8 m2 per full time teaching staff

G. Dormitories

Room occupancy between 2 and 4 persons
Maximum room size: 20 m2
Gross Area per Student: 6 – 8 m2
Toilets:
Showers:
Wash basins:
Balance area: 20% in addition to net area

H. Dining

Capacity based on serving in 4 shifts
Dining areas: 4 m2 per seat provided (1m2 per student served)
Kitchen area: 0.25 m2 per person served at one meal

I. Student Centre

Indoor games, student gymnasium, exercise room, drama, hobby clubs, reading room, alumni association: 0.20 sqm/FTE

Appendix 5

Elements to be provided in the architect's brief

A. Site development

Area of site:
Security wall:
Entrance points:
Service buildings:
    Bicycle storage
    Gate house
    Heating plant

Playgrounds:
Sport fields:
Vegetable gardens:
Fruit trees:
Other landscaping:
Wells/water points:

Internal circulation:
    Pedestrians:
    Bicycles:
    Vehicles (delivery, staff, students, visitors):

Services
    Electrical:
    Water:
    Sewers:
    Storm drains:
    Toxic waste:

B. Overall Building Brief

List of rooms included:
Location on campus:
Linked to:
Near to:
Far from:
Entrance location:

Allowable balance area;
    Circulation:
    Toilets:

Services:
    Electricity
    Cable
    Heating/cooling
    Water
    Sewer
    Toxic waste disposal

Building materials
    Exterior walls:

Window frames:
Glazing:
External doors:
Internal doors:
Interior wall finishes for:
Corridors:
Toilets:
Service and storage rooms:

C. Individual rooms

Faculty or Department:
Name of space:
Type of space: Teaching, Learning, Administration, Dormitory, Central Services
Room code:
No. of identical units:
Area of space (in square meters):
No. of student places:
Flexibility needed to permit change in size or function in the future:

Location:
Next to:
Near to:
Far from:

Services:
Electricity (voltage, amps):
Cable (type, number of connections):
Intercom:
Other electrical/electronic:
Water (cold, hot):
Gas:
Heating/cooling:
Ventilation (natural, vented, forced air):
Window area for natural lighting:
Drains (waste water, sewerage):
Toxic waste disposal:

Finishes:
Walls:
Floors:
Ceilings:

Furniture items (number and type):
Desks and benches (number of student places):
Tablet-arm chairs:
Other seating:
Lab benches (size and type):
Storage cupboards (size and type):

Appendix 6

List of Selected Performance Indicators

Indicators should always relate directly to the policy objectives that the Government sets for its higher education system and institutions. All information for Afghanistan should be disaggregated by gender, province and ethnic group. One has to distinguish between national and institutional indicators, some of the latter which will relate to the internal management of an institution may have little relevance for the MoHE. A selection of possible national indicators reflecting Afghan concerns are presented below.

Students:

- Number of full-time equivalent students in each institution by year of study
- Number of female students by year of study, by faculty
- Number of students by gender and by province
- Percentage of students by gender and ethnic group
- Percentage of students by gender from rural area
- Percentage of applicants admitted by faculty/programme
- Lowest entry score by programme for which students are accepted
- Highest entry score by programme
- Percentage of students in a year who drop out or fail
- Percentage of entering cohorts who graduate
- Number of Postgraduate students by programme (when they will be admitted)
- Number of adults or others attending continuing education courses (when these will start)

Staff:

- Number of full-time equivalent academic staff in each institution by gender and qualification
- Percentage of academic staff by gender and qualification
- Percentage of academic staff under age 45
- Ratio of academic staff to non-academic staff
- Average number of days formal staff development/training per teacher

Resource Utilisation:

- Ratio of full-time equivalent students to full-time equivalent teachers
- Ratio of full-time equivalent students to total number of full-time equivalent staff
- Square meter usable teaching space per full-time equivalent student
- Number of book titles and periodicals in library
- Ratio of full-time equivalent students to open-access computer terminals
- Percentage of students living in dormitory
- Percentage of female students living in dormitory
- Area of usable land available per full-time equivalent student

Finance:

- Educational expenditure per full-time equivalent student
- Percentage on expenditure on students' stipends

- Percentage of total recurrent expenditure on maintenance of premises
- Percentage of total recurrent expenditure on administration
- Percentage of expenditure on residential facilities for students by gender
- Percentage of expenditure for accommodation of staff
- Percentage of income from the MoHE
- Percentage of income from donor agencies
- Percentage of income of the institution's own generation
- Percentage of income from other sources

Other :

- Level of international co-operation

that the central authorities should be equipped with a strong steering capacity for the current and future shaping of the system. This means that they should be in charge of making major decisions relating to structures and processes in higher education. This would include responsibility for a standardized national procedure for the admission of students and common rules for the organization of study programmes as well as the recruitment and progression of academic staff. For such policy decisions, they should draw on professional buffer bodies such as a Council for Higher education, an Afghanistan Evaluation and Accreditation Agency, a Rectors' Conference and a Research Foundation.

In addition to shaping a standardized system, immediate action needs to be taken to implement the minimum conditions allowing the system to operate at an acceptable level. This entails suggestions related to the refurbishment of buildings, recruitment and upgrading of academic staff and purchasing of training materials to enhance immediate student learning. The main lines of the Strategic Action Plan whose can be outlined as follows :

- implementing the higher education law;
- establishing 32 community colleges;
- renovating, upgrading and restructuring 17 existing institutions of higher education with special emphasis on the regional universities, particularly in the southern part of the country where provision for higher education is scarce;
- setting up a Testing, Evaluation and Measurement Centre; a Postgraduate Training Centre, an Afghan Research Foundation and an Afghanistan Evaluation and Accreditation Agency;
- expanding student enrolment to meet social demand, economic needs for skills and equity in respect of (i) female participation, (ii) disadvantaged groups and (iii) deprived regions;
- introducing affirmative action programs to reduce disparity and injustice in all their forms;
- setting up staff development programs - academic, managerial and technical - in quantity and quality;
- in particular, upgrading 1,800 academic staff members through on-campus training but also through provision of a scholarship programme and twinning of universities;
- inviting the Afghan Diaspora for Higher Education development through the UNDP project TOKTEN and recruiting academic staff from neighbouring countries;
- providing for increased cooperation among neighbouring countries for Afghan higher education development;
- providing improved living and working conditions for both students and staff;
- installing Network Afghanistan;
- establishing the Higher Education Management System.

The current Strategic Action Plan must obtain official approval by the Ministry of Higher Education before it can be considered a national plan for the development of higher education in Afghanistan. It serves several purposes: It links concrete actions and projects to policy choices and maintains overview and coherence so that how each concrete task contributes to the realization of broader policies can be seen. Finally; it is expected that the Strategic Action Plan will help the Afghan authorities in negotiations with multiple partners and donors. They will be able to demonstrate both the existence of a coherent vision for the development of their higher education system and that they have established a clear sense of the country's priorities towards which donors can contribute. After this crucial stage, the Plan should guide national policy action and be an important tool in negotiation with the donor community.

Introduction

The purpose of this report is to produce a comprehensive Higher Education Strategic Action Plan to help guide both the initiatives of the Afghan Government in the higher education sector and to provide clear priorities for the use of internal resources as well as for mobilizing external assistance funds. This Strategic Action Plan will:

- conform to the Government's major education goals as derived from the broader national development strategy for Afghanistan;
- specify the priority policy reforms;
- identify measures and activities needed to accomplish these goals; and
- provide details on the manner in which the policy reforms and programmes themselves might be organized as project activities.

The development of such a Strategic Action Plan is essential given the critical human resource development needs of the Afghan nation and the current institutional and financial conditions that exist.

The Strategic Action Plan *process* was designed by IIEP and the Afghan Ministry of Higher Education to be open and participatory. Critical contributions to the Plan came from professionals in the Afghan higher education sector whose specific and detailed knowledge was a primary source for information as well as proposals. Both intra-sectoral and inter-sectoral priorities were identified by involving individuals and agencies from throughout government and the private sector and from a wide group of international assistance agencies. The perspectives of the international agencies were also sought at each stage of the work. The process of developing the Strategic Action Plan, with its emphasis on broad participation and analysis, has been a crucial learning experience in itself, over and beyond the final document itself.

This Strategic Action Plan for Higher Education in Afghanistan consists of two major parts. Part I presents an analytical foundation and framework for Part II, which details the many projects required to realize the Plan. Both parties must be evaluated and decided on by the Afghan government and then in many cases supported by international agencies and other donors. Hence in Part II the time frame and costs of the many projects needed to realize the Plan have been listed.

Any higher education sector analysis is dependent on a database which makes available the facts and figures needed to make informed decisions. At the moment, only the rudiments of a Higher Education Information System are in place. Hence Afghan experts must play an important role in identifying errors of fact or interpretation in this report as well as by questioning the interpretation and validity of the analysis. Most of the particulars contained here are not new to them. What the report can do, however, is bring together in a systematic manner much of the information that many different individuals already know and present it a single, structured document.

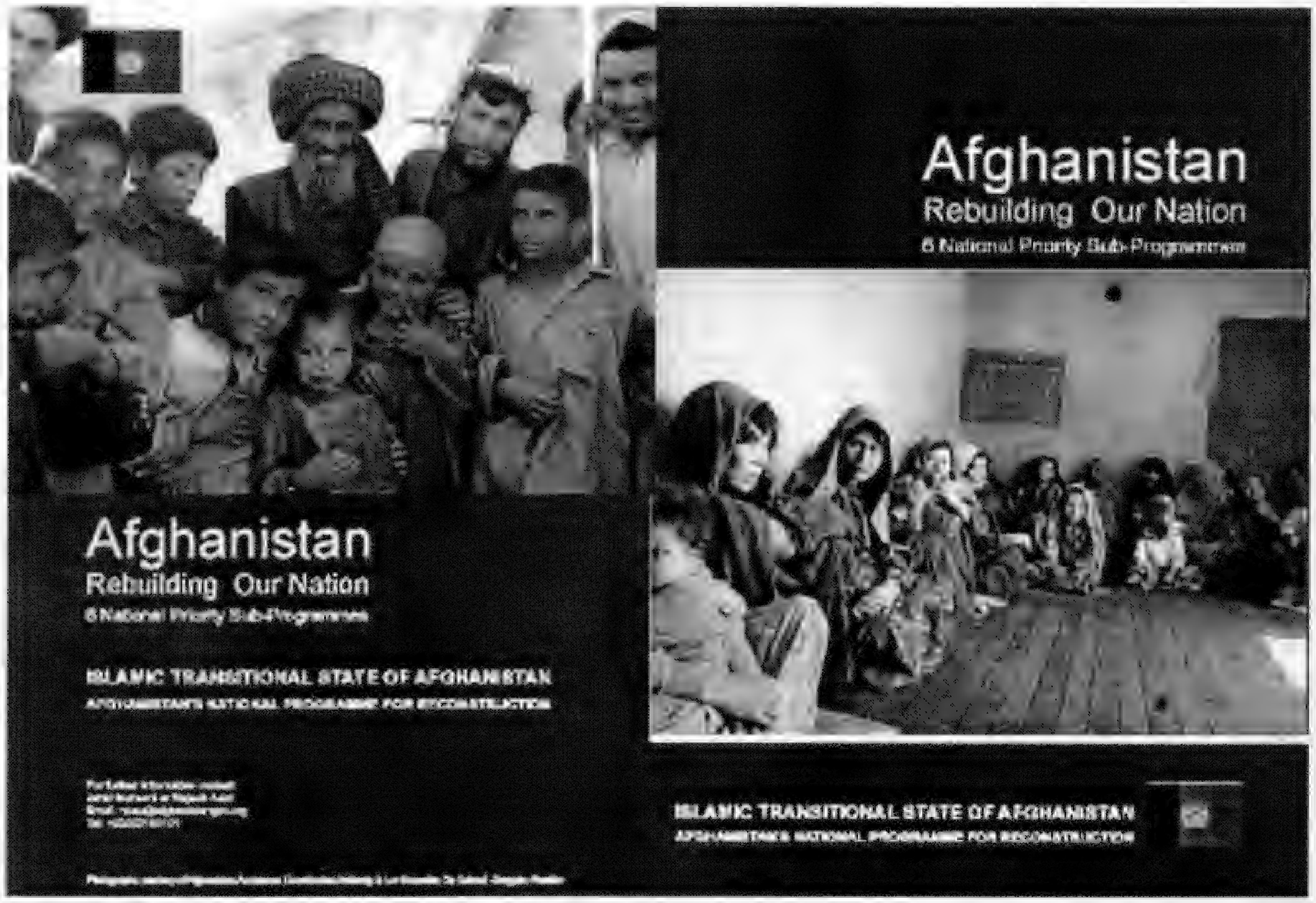
The translation of analysis and recommendations into a broad set of projects in Part II is summarized in a matrix containing the following information:

- programme to which a project/activity belongs;
- project/task;
- activities;
- estimated cost;
- potential funding source(s);
- unit responsible for implementation;
- time frame and order of priority; and
- indicator(s) to monitor implementation.

Both the analysis in Part I and the projects in Part II address the Higher Education system as a whole, identifying the diverse units that share the responsibility for achieving its overall goals. By identifying the complementary contributions needed from the many different actors, one can avoid fragmentation and prevent actions taken from being at cross-purposes, instead allowing them to serve the legitimate interests of Afghan society. A strong and realistic Strategic Action Plan for higher education, based on professional analysis and broad participation, is the best assurance that Afghanistan's current and emerging needs will be met by the higher education sector.

In analysis of higher education in any country, it is striking that the issues addressed are on the whole the same, although how they are resolved may vary. This is most simply demonstrated by carrying out the analysis as arguments related to explicitly formulated questions, such as: 'What should be the institutional structure of higher education?', 'How should students be recruited and financed?' etc. In proceeding in this way, even 'obvious' questions are stated explicitly so that decisions are not made by default. Each section ends with a specific set of recommendations. The idea is that even though *recommendations* are made by the team, the *choice* in each case must be made by Afghan authorities, i.e. by the Afghan government and its Ministry of Higher Education. In Part I, the analysis is carried out as arguments in relation to explicitly formulated questions. Once these policy choices have been made, they can be translated into actions: What is to be done by whom, when, and with what resources? The answer to this is condensed in the

matrix in Part II. This matrix serves several purposes. It links concrete actions and projects to policy choices and maintains overview and coherence so that how each concrete task contributes to the realization of broader policies can be understood. Finally, it can also be used in negotiations with multiple partners and donors, as it makes apparent to them how their particular contribution can add to the achievement of broader goals while maintaining a clear sense of the country's priorities.



Part I : Policy Document

Chapter 1
What should be the institutional structure of higher education?



In front of the Ministry of Higher Education Kabul

Afghanistan had a fairly well-developed system of higher education whose initial stages go back to the early decades of the twentieth century, with the University of Kabul being formally established in 1946. In 1990, there were more than 24,000 students in the system, but this number was reduced to some 10,000 students in 1995. During the years of war, the system collapsed: academic staff and students left, teaching ceased and most buildings were either damaged or destroyed.

Today, the country is under reconstruction. Since the fall of the Taliban regime in 2001, great efforts have been made and much has been achieved in developing higher education in Afghanistan. The Ministry of Higher Education (MoHE) has taken initiatives on a broad range of issues and under very adverse conditions, often with impressive results. Regional authorities have also made great advances in several cases.

Higher education in Afghanistan is now provided by many different units. In 2003, there were 17 higher education institutions. 11 were universities with 4 located in Kabul. There were also six pedagogical institutions.

In 2003, the system enrolled 31,203 students and had a total of 1,846 academic staff members.

In *Appendix 1*, the reader can find some basic data on the population and GDP (Table 1); school population, enrolments and gross enrolment ratios (Table 2); school, enrolment and teachers from 2000-2003 (Table 3); the distribution of higher education in the different regions of Afghanistan (Tables 4 and 5); enrolment by discipline (Table 6); and the number of teachers by qualification, faculty and gender (Table 7).

Studies of varying length and scope leading to an array of different occupations are now available. The studies have different designations and their commonalities are often unclear. Their comparability to what is required or attained in other parts of the world is uncertain and undecided. No system for establishing and maintaining national standards is yet in place.

This is the broad backdrop for the many decisions which must now be made and implemented.

1.1 Who should decide on the basic structure of higher education?

A priority for the development of higher education in Afghanistan is to reorganize the structure of the entire system. To develop an appropriate configuration for Afghan higher education, some key questions must be answered – and they must be resolved by the national government. The most basic issue to be settled is who should have the authority to design the basic structure of higher education, which is composed of institutions with distinctive profiles.

The roles and competencies of both the ministry and the institutions of higher education need to be anchored in a legislative framework.

Indeed, in the absence of legislation:

- Anyone could establish an organization and call it a university or college without any legally binding obligations whatsoever either towards students, towards the community or towards the nation;
- This could easily result in too many small institutions with too little cooperation among them (at present the average size of institution is 1800 students which is too small);
- If all were free to establish the same fields of study in a country with such a small group of academic staff, many second-rate institutions could result. Institutions acting independently to maximize locally could easily result in an inferior national system.
- Course offerings to students would have widely differing quality and the acquisition of the same title could mask great differences in actual qualifications. There would be no requirements for issuing diplomas or certificates.
- There could be no requirements for the qualifications of staff, for the quality of libraries or more generally the conditions of study and for students. No record-keeping could be required.

STRATEGIC ACTION PLAN FOR THE DEVELOPMENT OF HIGHER EDUCATION IN AFGHANISTAN

Produced by a joint expert team from the
Ministry of Higher Education, Afghanistan
and from the
International Institute for Educational Planning
UNESCO

May 2004

Appendix 2 of this document provides a fuller discussion of crucial issues that need to be addressed in a legislative text.

In short, no quality norms could be imposed and there would be no possibility for setting and upholding standards as well as effective utilization of funds.

Moreover, if private universities were free to establish themselves without any restrictions, some of them could be well funded by outside sources. If they were well funded, they could more easily recruit expatriate professors to join their staff, which at first glance may be a good thing. However, they could also have the resources to entice good professors or teachers from the public universities unable to offer equal salaries to 'jump ship'. A vicious circle could then result whereby the competitive position of state institutions worsens by the same migration that would improve the conditions of private institutions.

It is also clearly in the national interest to be able to prioritise among different types of studies so that the system of higher education does not become distorted by too many students entering a particular field (such as medicine) while too few are educated for the other needs of the nation and its development (such as engineering). Hence the Ministry of Higher Education must be able to decide on the division of labour among institutions – what types of studies are to be placed where – as well as on the number of students that are to be allowed in the various fields. In the phase of development in which Afghanistan now finds itself, it is very problematic to leave decisions on establishment or dimensioning to either student demand or to the discretion of the individual university or college.

The team recommends that:

- Any institution that wishes to establish itself as a university or college and issue diplomas at the graduate or postgraduate level must have the explicit approval of the Ministry of Higher Education;
- Private institutions should also be bound by this rule;
- Such an approval must be conditional on explicit accounting for sources of financing, qualification requirements for staff, requirements for admission, system of exams leading to certificates or diplomas, quality control, etc;
- Requirements to be fulfilled and the process to be followed should be made explicit in guidelines from the Ministry.
- These rules be laid down in the law on higher education.

1.2 What should be termed 'higher education'?

In order to make decisions on institutional accreditation, the Ministry of Higher Education needs a set of *criteria for what higher education is to be.* These must ensure clarity, consistency and uniformity. The criteria are important not only for providing equality of opportunity, transparency and accountability for students, but also so that accredited institutions are not undercut by non-serious establishments. They are also needed to place the system of higher education in Afghanistan in relation to its counterparts in other countries.

To avoid a plethora of studies under a wide range of names and requirements, a general framework for degrees and what is required to obtain them must be established at the national level. If this is not achieved, transfer of credits will be restricted, student mobility hampered and exchange with universities and colleges abroad obstructed.

As it may be onerous for the Ministry of Higher Education itself to command the necessary professional personnel to make concrete decisions in individual cases, it may be better for a national body for quality control to make decisions.

More specifically, unless a set of national criteria is set by the Ministry of Higher Education:

1. The primary purposes of higher education will not be clear and there will be no delimitation of what should be the mission and scope of such institutions.
2. There will be no reference points for future decisions, for instance for the creation of new institutions and whether they should fall under higher education or another level. For instance, if a firm opens a training department for its employees, could it be allowed to present itself as an institution of higher education?
3. Boundaries between the structure of degrees of higher education and non-university further education would be blurred.

4. In addition, if institutions establish studies with no relationship to a national degree structure, it will be more difficult for Afghan institutions to achieve recognition for the qualifications they provide at the international level. With growing international mobility of students and professionals, this would put Afghan higher education, its staff and students at a considerable handicap.
5. Unless general criteria are established, there can be no national requirements set for the internal governance of institutions of higher education nor for their links to or relations with the Ministry of Higher Education.

The team recommends that:

- criteria be set which clearly define the main purposes, objectives and scope of institutions of higher education;
- these purposes be defined in terms of both teaching and research and service since the link between the three is the distinctive feature of higher education;
- the purposes of higher education be defined in terms of the role of higher education for national development, equity of access and professional quality;
- criteria also encompass the degree structure of higher education (bachelors, masters and PhD) and the conditions for being accredited to award such degrees;
- the above decisions be incorporated in a Law on Higher Education.

1.3. What types of institutions should higher education encompass?

Internationally one finds a wide range of post-secondary academic institutions under different names: universities, polytechnics, technological institutes, colleges, professional schools, etc. These different terms reflect both a vertical and a horizontal division of labour between academic institutions. The vertical division pertains to the length and depth of study and hence to the type of degree conferred. The horizontal division refers to the main orientation of studies, such as engineering, agriculture or general introduction to the liberal arts, etc.

There are several reasons for such a division of labour among institutions. Student demand changes, the supply of professors varies, and the social needs and availability of jobs fluctuate. There is no one type or size that fits all.

Within institutions, the partitioning of fields is ordinarily justified in terms of the intrinsic relationship between fields and subjects (such as between languages, the combined need for knowledge of chemistry, biology, anatomy, pathology in medicine, etc). However, the boundaries between fields is also a response of the higher education system to new requirements from changing labour markets.

In many countries, a vertical four-tier structure has developed, consisting of *universities*, broadly defined *technological* and *pedagogical institutions*, *colleges* and *community colleges*.

A *university* is generally defined as an institution:

- of higher learning providing facilities for teaching and research;
- which is authorized to grant academic degrees; *specifically*, which consists of an undergraduate division which confers bachelors degrees as well as a graduate division that can confer masters degrees and doctorates, as well as professional schools (e.g. in medicine or law); and
- which is mandated to provide training in a broad range of academic fields such as mathematics, computer science, astronomy, languages, history, etc.

The defining characteristic of a *technological and pedagogical institution*:

- is that it can provide professional academic training in a more specialized cluster of subjects and leading to a bachelors degree. Examples are business schools, agricultural institutes to train agronomists, schools of architecture, journalism, veterinary science, teacher training at the secondary level, etc.

The defining characteristic of a *college*:

- is that it is an independent institution of higher learning offering courses in general studies leading to a bachelors degree. Colleges can also offer instruction in particular professional, vocational, or technical fields.

Finally, in many countries, one also finds *community colleges*:

- which generally offer a one- to two-year training cycle. They will often award the diplomas required for practice in fields requiring particular skills, such as nursing or teaching. They may also provide for opportunities of transfer to a recognized degree-granting university. As a result, they are frequently set up as multi-purpose institutions which allow for vertical mobility to other institutions in the system of higher education.

The team recommends that:

A four-tier structure of academic institutions be established in Afghanistan consisting of universities, technological and pedagogical institutions, colleges and community colleges.

1. *Universities* with the right to confer degrees at the bachelors, masters and doctoral level, based primarily on teaching through face-to-face interaction between faculty and students, but also making available distance education;
2. *Technological and pedagogical institutions* with the right to confer degrees at the same levels as universities in their fields of specialization;
3. *Colleges* with studies for the duration required to obtain a bachelors degree;
4. *Community colleges* with courses for a duration of up to 2 years for students having completed secondary education, leading to the award of a certificate or diploma.

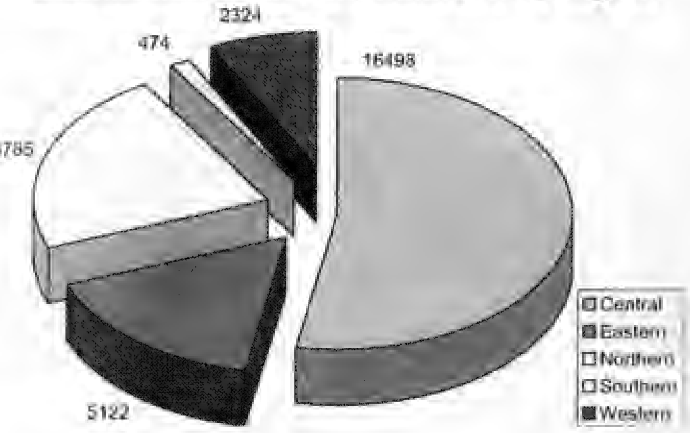
1.4 What *criteria* should guide the establishment and allocation of tasks between different institutions of higher education?

A key issue for higher education is whether it should be considered a loosely coupled system of diverse institutions or developed as a national network in which the parts can support each other – indeed as a network that acts as an integrating force for nation building itself. If the latter system is adopted it could be called 'Network Afghanistan', the four key components of which would be consolidation, specialization, integration and expansion. The first three components will be outlined here, while expansion will be considered in a later chapter on student recruitment.

1.4.1 Consolidation

Some of the 17 institutions of higher education in Afghanistan are found in the same city or close to each other, while the rest are located at some distance from each other. From the point of view of geographical equity, one may argue that institutions should be kept small and be widely spread. As of now, nearly one-third of the enrolment in higher education is concentrated in institutions located in Kabul. More institutions need to be established in other provinces, in particular in the southern region where only 1.5 per cent of the total enrolment is located (see Appendix 1, Table 4).

Distribution of student numbers by region



See Appendix 1, Table 4

Yet the reasons for consolidating institutions by mergers are more compelling. The key arguments are the following:

- Consolidation allows for the sharing of resources, such as libraries, computers, student facilities, etc.;
- It allows new combinations of courses and studies – e.g. engineering students who want to establish their own firms could add courses in business administration while engineering students who would like to go into teaching could add courses in pedagogy;
- It allows for more cross-disciplinary cooperation, research and development;
- It facilitates addressing issues of local relevance.

A policy of consolidation would imply that the five regional universities of Balkh, Herat, Kandahar, Khost and Nangahar should be strengthened while some new institutions must be envisaged in the yet under-served southern region of Afghanistan in the longer term. Both lines of action would help reduce the tendency of students seeking admissions to the institutions in the capital Kabul, where 50 per cent of students are currently studying and hence lessen overcrowding. The regional universities would therefore help arrest internal migration and brain drain from the southern and eastern regions and rural areas.

Measures to prevent overburdening the higher education system must be installed. New institutions must have sufficiently resources to allow them to develop a critical mass of teaching programmes and research activities.

1.4.2 Specialization

In the foreseeable future, the scarcity of fully-trained academic teachers will limit the establishment of new institutions and the expansion of the older ones. Nevertheless, there must be a division of labour between the institutions: Everything can not be done in every place. Nor can different institutions establish studies they might find interesting without co-ordination, since this would result in a system of higher education maladjusted to the pressing needs of balanced development.

There is another argument for specialization: It can also contribute to national integration. By specializing in one or a few areas, each institution can become the foremost professional centre in the country. Hence it would become attractive for students and scholars from the whole country and in its field of specialization a key link to academic institutions abroad.

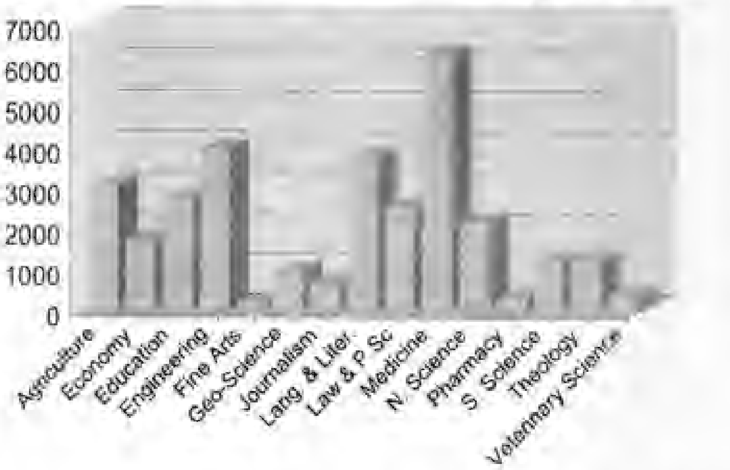
A defining characteristic of universities is that they can have both a broad base of diverse studies and several peak specialties. Yet between universities, too, one could strive for a division of labour so that each might develop some specialities in which they might represent the most advanced centre for research and scholarship.

Who should decide on this overall specialization? Although all institutions should have the opportunity to *propose* fields of specialization, problems might arise if they were to *decide* completely independent of each other. The following problems could arise:

- Independent decisions may lead to a lack of national coherence and co-ordination – local maximization does not necessarily lead to a national optimum for providing the skills needed.
- Academics are often copycats and Afghanistan can ill afford costly mistakes of over expansion in some fields and under investment in others resulting in a composition of graduates disproportionate to the national need.

The latter is already the case in medical education in Afghanistan, where there is an unusually high proportion of students (close to 20 per cent of total student enrolment as in shown in Table 6).

Distribution of student numbers by discipline



See Appendix I, Table 6

1.4.3 Integration

Another benefit from a system of specialization is that institutions would be mutually dependent on each other: No entity can cover every field. Hence, if institutions specialize regionally, students will be encouraged to move to get the training they desire – and hence contribute to national integration.

Moreover, a *common* system for the division of labour between institutions will greatly contribute to building the unity of the nation by establishing the *same* principles and rules for all studies. One example is developing a common credit system, so that courses taken at one institution would be recognized by another. If institutions are specialized, such a system would make it easy to take parts of one's education in one place and build on this in another.

The horizontal division of labour between institutions with different specialties is generally complemented by a vertical division of labour between colleges and universities. A common system of courses and credits would then allow undergraduates from a given college to move on to further studies at specific universities or technological institutions.

However, integration can go further than this: It is also possible to develop networks among the scholars and researchers at the different institutions, e.g. through joint research programmes, joint infrastructure, exchanges between libraries, etc. – all of which are now facilitated by the Internet.

Such a 'Network Afghanistan' could be seen as part of a larger international scholarly network. Students and scholars travel abroad to study at specialized institutions in other countries. They increasingly interact

with colleagues abroad. At the European level, exchange programmes such as ERASMUS or EUREKA have been established for this purpose. The Fulbright programme is another example. However, both students and researchers are also increasingly travelling independently of any organized exchange programme.

In order to facilitate communication and interchange among the higher education institutions of such a Network Afghanistan, it will be necessary to create and expand an electronic network among the institutions. This will allow them to exchange information and pre-publication papers, facilitate use of specialized computer software as well as other resources such as electronic books and journals and would benefit all actors in the system.

The team recommends that:

- the Afghan system of higher education be set up as a network among interdependent institutions;
- the principles on which this network is based be consolidation, specialization and integration;
- the institutions themselves propose fields of study and of specialization, but that the authority to decide reside in the Ministry of Higher Education in order to ensure a well designed national system tailored to national needs;
- a national system of credentials and credit points be established to facilitate student movement;
- mutual support among institutions be buttressed by the establishment of an electronic network.

1.5 What *criteria* should guide the organization of institutions and fields of study?

All countries have a division of labour between institutions, but also within them. Generally, universities arrange their activities by grouping related subjects and fields of studies in organizational subunits. This facilitates professional interaction, initiation of joint research or sharing courses among those who have close professional interests – be they teachers or students. It also facilitates collaboration between faculties or schools at other institutions or abroad. This horizontal division of labour within institutions is generally called 'faculty' or 'school', for example 'School of Law', 'School of Arts and Sciences', 'Faculty of Medicine', 'School of Design', etc.

In Afghanistan today, there are no common criteria for this internal division of labour. The current system of higher education appears to be a conglomeration of uncoordinated units, without national coherence and rationale. Their present organizational structure was developed by the dominant political and military authority and according to political ideology at different points in time.

Moreover, higher education institutions in Afghanistan are at very different stages of development. For example, the University of Kabul has 14 faculties whereas the Kandahar University has only three, Takhar University has only four, etc. There is a need to have a more considered distribution of faculties among universities. The regional universities could then be allocated more subject areas and faculties, depending on national requirements and the specific requirements of the region. More students could then enrol in a broader range of subject areas at different sites in the country, while at the same time there would be a distribution of centres of excellence based on local needs.

At present there are six pedagogical institutions offering courses mainly in languages, literature and social sciences (see *Table 4* below). In addition, polytechnics offer courses in engineering-related areas and a medical institute offers courses in medicine.

Teacher education is an area which requires urgent attention. Primary school teachers now receive 9 years of general education and 1 year of professional training. Ideally, primary school teachers should receive training comprising 12 years of education (secondary education), followed by 2 years of professional training. Professional training may be provided through already existing primary teacher training institutions.

Secondary school teachers require a high level of subject competency and should therefore possess a university degree in their area of teaching. They should be required to obtain a university degree followed by at least one year of professional training for teaching. The latter could become the responsibility of the faculties of education at the universities (in addition to the courses they offer at the bachelors and masters levels in education).

Over the coming decade, secondary education will have to expand greatly to accommodate the increased demand arising from a widening primary school system. This will entail a considerable supplementary demand for secondary school teachers, estimated at some 10,000 to 15,000 additional teachers over the next five years. Unemployed higher education

graduates will likely be willing to undergo professional training to become qualified secondary school teachers. The University of Education, faculties of education or the pedagogical institutions will have to develop a flexible offer of professional training, either through on the job training and/or through distance learning, to satisfy this demand for professional training of secondary school teachers.

Those who teach technical and vocational courses at the community colleges should have degrees from the technological institute of the country. Those who teach at the universities should be postgraduates from universities within the country or abroad.

It is clear from the above discussions that there is a need to rationalize and re-organize the courses offered by the different universities and institutions.

Table A. Higher Education Institutions by faculty

Faculty/Institution	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
Agriculture	+				+	+	+	+	+	+	+							
Education	+				+	+		+	+	+								
Engineering	+				+	+	+	+			+							
Economics	+				+	+		+		+								
Fine Arts	+					+												
Geology	+																	
Journalism	+																	
Lit & Soc Science						+												
Lang & Lit.	+			+	+			+	+			+	+	+		+		
Languages										+								
Literature										+								
Science (Natural)	+			+								+	+		+	+	+	
Social Science	+			+								+	+		+	+	+	
Law						+				+	+							
Law & Political Science	+				+													
Political Science								+										
Pharmacy	+																	
Medicine					+	+	+	+		+	+					+		
Theology	+				+	+		+	+	+	+							
Veterinary	+							+										
Construction			+															
Geology & Mining			+														+	
Electro-Mechanics			+															
Curative Med		+																
Children		+																
Stomatology		+																
Physical Education				+														
In-service training				+														
Disability teaching				+														
History-Geography														+				
Physics-Maths														+				
Biology-Chemistry														+				
Chem.Technology																	+	
	14	3	3	6	8	9	3	9	4	8	5	3	3	4	2	4	4	92

Key: 1= Kabul University, 2= Kabul Medical Institute, 3= Kabul Polytechnic Institute, 4= University of Education, 5= Balkh University, 6= Herat University, 7= Kandahar University, 8= Nangahar University, 9= Takhar University, 10= Khost University, 11= Alberoni University, 12= Parwan Pedagogical Institute, 13= Kunduz Pedagogical Institute, 14= Samangan Pedagogical Institute, 15= Faryab Pedagogical Institute, 16= Badakhshan Medical and Pedagogical Institute, 17= Jauzjan of Higher Education Institute

Source : IIEP Strategic Action Plan Mission, September 2003

Table B. An example of rationalization/re-organization of faculties

Existing faculties	Rationalized faculties	Specializations included under each (indicative list)
Agriculture	Agriculture & veterinary science	Animal husbandry, plant production & protection, irrigation, natural resources, veterinary science
Education	Education	Pre-school, elementary, secondary, educational psychology, special education, physical education
Engineering	Engineering	Civil, architecture, mechanical, electrical, industrial
Social science	Social science & humanities	Sociology, economics, business administration, management, accounting, anthropology, social work, geography, political science, statistics, development studies, history, cultural studies, languages/linguistics, fine arts
Science	Science (physical or natural)	Mathematics, chemistry, physics, biology, zoology, geology, mining (or under engineering), astronomy, environmental studies
Medicine	Medical & allied health	Medicine, nursing & midwifery, rehabilitation, medical imaging, public health, medical labs, pharmacy
Theology	Islamic jurisprudence & Shari'a	Islamic Law, Shari'a, Islamic studies, Fiqeh
Journalism	Journalism & media	Journalism, print media, TV media
Law	Law	Criminal law, private law, commercial law, International Law
	Computer science & IT	Computer science, electronic engineering, information technology

Table B (above) provides an example of a re-organizing/clustering of courses. Pedagogical institutes in Mazar-i-Sharif, Herat, Kandahar, Parwan, Nangahar, etc., could merge with respective universities in the provinces and become faculties of education. Similarly, the Kabul Medical Institute could merge with Kabul University and Kabul Polytechnic could become a Technological Institute offering degrees at all levels in subjects allied with technology. The institutions for training primary school teachers can be affiliated with the faculties of education of the nearest regional universities.

For a redesigned system of higher education, distance learning must also be considered. It can help meet the growing demand from persons who cannot study full time or live in areas with poor access to higher education. Radio, television and even printed teaching/learning materials – and increasingly the Internet – can be used to overcome the country's geographic, economic, cultural and other obstacles to higher education. At the outset, before a better technical infrastructure is in place, correspondence courses relying on print media and post services may be the most feasible. One of the centrally located universities could be mandated to set up a unit to take care of it. Later on, it could be developed into an open university. This is why it is necessary, from the outset, to put in place similar standards for the same degrees in both face-to-face and distance learning, in terms of admission and graduation.

Private higher education may supplement the public institutions of higher education and offer opportunities for access to higher education but a "mixed" public and private system of higher education also adds legal, supervisory, financial and management problems. Given pressure arising from social demand, a regulated growth of higher education appears necessary. However, for reasons already mentioned, unless their establishment and conditions of accreditation are clearly specified in a law on higher education, many institutions of poor quality may be set up and students may be short-changed in the education they in fact get. By leaving the establishment of private institutions to market forces, regional imbalances can become more pronounced. In any case, a system for accreditation must be implemented.

The team recommends that:

- higher education be provided as a system distributed among major urban locations in Afghanistan;
- priority for the development of new institutions be given to the southern region where higher education opportunities are under-developed.
- each of the 32 Afghan provinces have at least one community college;
- smaller institutions which presently are institutionally separate but geographically close be merged, e.g. that the pedagogical institutions in Mazar-el-Sharif, Heraat, Kandahar, Parwan, Nagrahar, etc. become part of their respective regional universities as faculties of education;
- Kabul Medical Institute be merged with Kabul University;
- regulated growth of private higher education be ensured and criteria and guidelines be developed for this purpose in the context of the Law on Higher Education;
- national criteria for establishing faculties and institutes within institutions of higher education between faculties be established.
- requirements for primary school teachers gradually be changed to comprise 12 years of education followed by two years of professional training.
- requirements for secondary school teachers
- the faculties of education or pedagogical institutions be expanded to meet the quantitative and qualitative requirements for teachers at the secondary level;
- a department of distance education at one of the centrally-located universities be set up.

Chapter 2
What should be the system of governance?



Entrance to Balkh University

Rationalizing the overall institutional structure of Afghan higher education is a necessary, yet not sufficient measure to bring the system up to an acceptable level of quality. The internal organization of universities and colleges varies as does the scope of authority of their internal administration. The many years of conflict have not only weakened the links among the institutions, but also their relationship with the central authority. The extent to which teaching is tied to research differs but on the whole is tenuous.

During the many years of conflict, the training of professional staff, professors and teachers lapsed. Textbooks and education materials are lacking in many fields. The preparation of students is wanting. The knowledge of languages that could have facilitated access to education resources from other countries, such as visiting professors or materials or virtually via electronic communication is scarce.

Physical facilities such as buildings, libraries or laboratories have often been damaged. They have also suffered from lack of maintenance. The same holds for dormitories and other aspects of student welfare.

To address these problems and expand access, raise quality and improve relevance for Afghan society, a new system of governance of higher education is needed which will also have to be formalized in the Law of Higher Education. It must put in place the institutions and the new modes of interaction to bring about these goals.

2.1. What should be the balance of power between the national authority and the institutions?

The last chapter argued that higher education will be of crucial importance for development by and for the Afghan people and hence that the national government must play an important role. The team has recommended that the national government and the Ministry of Higher Education decide on the criteria and procedure for establishing an academic institution and their respective types (e.g. universities, technological and pedagogical institutions, colleges, community colleges), the degrees they can award, studies they may provide and the number and distribution of students they can accommodate.

In the absence of national control over such decisions, the government would lose its capacity to adapt advanced training to national needs – neither student demand nor independent institutional decision-making would produce the desired result. In a situation in which nearly all types of professionals are in short supply, the market mechanism would be a poor guide. Hence, in the present stage of Afghan development, the national government must be the paramount authority on such matters.

At the same time, the unequivocal experience is that for universities and other institutions of higher education to function effectively, academic freedom is imperative – anything else will stifle advanced training as well as the advancement of knowledge.

Three things are meant by academic freedom: The freedom to study according preference, to teach according to conviction and to conduct research according to interest. At the same, for such freedom to produce the intended results, it must be subject to the canons of science, such as rational standards of argument, impartiality, use of empirical evidence, etc. Moreover, it requires that professors and teachers be selected on the basis of academic merit – i.e. documented research, ability to teach and professional competence. This is the basis on which universities can claim the right to study, teach and investigate without excessive interference either from university officials or outsiders. However, universities must take care not to introduce controversial matters that bear no relation to their subject, whether this is cultural, political or religious.

An additional reason explaining why the principles of academic freedom are important is that abiding by them advances knowledge. Although higher education is clearly an instrument for national development, it is also necessary to protect the quest for knowledge without any particular immediate instrumental value. Some of the most important practical applications of science have been by-products of the pursuit of knowledge for its own sake – the discovery of the DNA-code of life or laser light are but two of innumerable examples.

The practical question is therefore how to strike a balance between a national policy *for* higher education and the institutional autonomy *of* higher education institutions – in particular striking the balance between financial dependence and intellectual autonomy.

In many countries, the equilibrium has been found by having all or most institutions of higher education financed largely by and under the legal guidelines of the state. At the same time, the state legally protects the autonomy of the institutions of higher education. One often finds that professors and teachers are civil servants as well, which also preserves them from arbitrary removal from office. In addition, higher education institutions have the freedom to develop their own statutes, but the state approves the right to approve them based on national law.

Public financing of institutions of higher education tends to protect them from outside interference, whether this emanates from special interest groups, powerful economic actors or assorted ideological organizations. However, Chapter 7 also discusses how supplementary resources may be generated from other stakeholders to improve the overall resource base of Afghan higher education.

The team recommends that:

- the general principle for the governance structure for higher education be to establish a strong steering capacity for the state while respecting the institutional autonomy of higher education institutions;
- the principle of academic freedom for individuals be anchored in the higher education law.

2.2. What should be the principles and structure for governance at the national level?

Higher education institutions in most countries are public service institutions and this is also the case in Afghanistan. As public service institutions they must respond to broader objectives for national development and are accountable to the central authorities. Every country offers a specific mix of authority at national and institutional levels. Broadly speaking, one can distinguish between systems in which the majority of decision-making powers lie with the central authorities, so-called *systems under central planning and control*, or those systems in which most power lies with the institutions, so-called *self-regulated systems*.

The relationship between the state and the institutions may be simply top-down or based on principles of negotiation. More recently, the systems governing higher education have moved towards mechanisms in which contractual negotiations attempt to reconcile national and institutional interests. In this case, the creation of new structures and programmes, targets for students and graduates by study fields and the relative funding of such activities are determined through negotiation and laid down in a contract which binds both the central authority and the institutions. Systems of contractual negotiations bear the advantage that they respect institutional autonomy while emphasizing the public service function of higher education institutions. In particular, higher education institutions are then autonomous within the determination of their course of action to achieve set objectives and expected outputs.

In order to build on the high level of professional competence which is to be found in higher education institutions, they must be viewed as autonomous institutions in academic matters enjoying the power and authority to decide on their course of action based on the guidance provided by the national authorities as well as on the rules and regulations promulgated by the ministry. In particular, the universities should enjoy academic autonomy to decide on the content of study programmes (in line with national requirements) and the day-to-day management of their institution. In line with the discussions in Chapter 1, the Ministry of Higher Education then has the important role of standardizing procedures and regulating the activities of the institutions located in different parts of the country. It should thus be responsible for policy, financing and co-ordinating universities and other institutions administratively.

With regards to the organizational structure of governance, one can distinguish between systems in which there is a direct relationship between the central authorities and higher education institutions and those systems which comprise a buffer organization composed of reputed academics. Buffer bodies allow for a more legitimate and better informed relationship between the central authority and the academic community as buffer organizations, through their composition, can draw more heavily on academic competence.

This is why the team recommends the creation of a National Council on Higher Education to advise on higher education policy and co-ordinate between different institutions of higher education. This National Council on Higher Education would play a strategic role in providing advice on the whole range of academic issues. It could also have subgroups for particular fields such as informatics, medicine, physics etc. This academic co-ordination is very important for developing national cohesion and an educated labour force. The Council would have an autonomous status, be para-statal and have its own functionaries, but with high level academic representation from renowned academics with managerial responsibilities. The National Council would be responsible for national planning including standards, educational objectives, broad curricula and monitoring of the system.

At present, most systems of higher education include a collective body of higher education institutions which represents their common interests and concerns, such as a Rectors' Conference. Such a body facilitates interaction between different higher education institutions and allows them to co-ordinate their positions on national policy issues. Such bodies are stronger when they have an in-house capacity for policy analysis.

In addition to the internal co-ordination within higher education, there should be close co-operation, collaboration and joint planning between the Ministry of Higher Education and Ministries of Education, Planning, Labour and Social Welfare, the Ministries of Mines and Industries, etc. This is particularly important for the Ministry of Education and the Ministry of Higher Education which currently face common issues related to teacher education at the secondary level. Such co-ordination is particularly important at this point in time as a new perspective for the development of the whole education system must be developed.

The team recommends that:

- a mechanism for regular contractual negotiation between the MoHE and the institutions of higher education be put in place;
- a National Council on Higher Education be set up for policy advice and system/wide co-ordination;
- an Afghan Rectors' Conference be established to facilitate inter-university co-operation;
- close co-operation, collaboration and joint planning be instituted between the Ministry of Higher Education and Ministries of Education, Planning, Labour, and Social Welfare, Ministries of Mines and Industries.

2.3. What should be the governance structure for research?

It was argued above that the defining principle of universities is the integration of teaching and research. In this context, Afghan universities face two problems. First, Afghan universities carry out very little research. The qualification levels of academic staff members in the universities are not high enough to allow them to perform much independent research. Professors and teachers are not trained in research and most do not have research degrees.

Secondly, the recent tradition established under the Soviet era is that research activities are carried out through the Academy of Science. The division of labour, in practice, seems to be that research is divorced from teaching, with the Academy of Science being responsible for research and universities being responsible for teaching.

The Academy of Science is at present a large organization carrying out research in the social and natural sciences as well as in Islamic studies. The Academy has more than 550 staff, half of whom are research staff. At present, half the positions remain vacant. Staff profiles indicate that only a few of them have doctoral degrees. It seems that of the total 180 academic staff, only 18 (10 per cent) possess a doctoral degree and 73 (40 per cent) possess a masters degree. Others have only an undergraduate degree from a university. The Head of the Academy is appointed directly by the President and currently does not have formal links with the universities or the Ministry of Higher Education.

To improve the scientific basis for academic training, better links between the Academy of Sciences and the universities are required. A senior researcher at the Academy is equivalent to a university professor. There are opportunities for staff exchange between the Academy and the universities as well as joint research activities.

Strengthening the research base at the universities is equally important in the medium to long term. This can be successfully achieved only through changing the faculty structure and qualifications required for university posts and promotions, i.e. demanding experience from and qualifications for research as demonstrated in research publications. Introducing doctoral-level studies at universities requires their commitment to research and training of staff and students.

Strengthening research at the universities will produce a better regional distribution of research activities, thereby facilitating locally-relevant research. The universities may require help and support from outside agencies in the initial stages to initiate and implement research activities, for example by establishing a research foundation from which university professors can apply for funds. As indicated above, it is important that research methodology become part of the masters degree programmes, irrespective of the discipline. This can be accomplished through exchange programmes, inviting current professors from Afghanistan to take part in research at universities abroad and vice versa.

At the university, each academic staff member should be considered a researcher as well as a teacher and hence provided with academic support and incentives to initiate and carry out research. This will help improve the overall quality of education at all levels.

The team recommends that:

- universities be developed as combined teaching and research institutions;
- formal links between the Academy of Sciences and the universities be established and that the academic staff of the Academy of Sciences contribute to teaching in the universities;
- research capacity be strengthened by establishing an Afghan Research Foundation which can set priorities and from which university professors as well as members of the Academy of Science can apply for funds;
- discipline-oriented working groups consisting of academic staff of the universities and the Academy of Sciences be established to conceptualise and negotiate the collaboration of both institutions.

2.4. How should organization and leadership be set up at the institutional level?

Internationally, autonomous institutions of higher education are governed by collective bodies set up to guide activities in matters pertaining to policy, planning and management. However, there are many variations and distinctive models in the governance structure at the institutional level. On one side of the spectrum, there are governance structures which give most decision-making powers to the executive management of institutions, with the main decision making bodies being a Management Board and a Chief Executive of the university. On the other side of the spectrum are those systems which put most power in the hands of collective bodies, frequently one body which is concerned with administrative and another dealing with academic matters. Most higher education institutions therefore have a *Board of Governors* (in charge of administrative matters), a *Senate* (in charge of academic matters) and a *President* (together with his *college of vice-presidents*).

Afghanistan has a tradition of collective decision-making bodies where academics used to have a strong say. It is recommended to maintain this tradition and thus maintain the principle of collective decision making while strengthening the executive management bodies, which are the Board of Governors and the President. This is to enhance overall management capacity at the central institutional level through the creation of clear lines of responsibility and authority and strong decision-making organs.

The *Board of Governors* will be responsible for all matters pertaining to the overall oversight of university affairs. It is composed of representatives from the MoHE, academics, members of other Ministries and representatives of academic and administrative staff of the university as well as representatives of local administrations and industry, if applicable in the region where it is located. This Council will meet several times a year. The Chairman of the Board will be appointed by the Minister of Higher Education.

The *Senate* consists of representatives of the different stakeholders of the Institutions of Higher Education (IHEs) (deans, representatives of the academic and administrative staff and students). The meeting of this

Council will be chaired by the President of the university. All academic issues, including overall policy statements, statutes, introduction of new courses and appointment of academic staff will require the approval of this Council. The *Senate* must comprise a minimum proportion of women to be stipulated in law.

There are also different models for the selection of the *President* of a higher education institution. The *President* of the university may be elected by the different stakeholders of the Institutions of Higher Education or be appointed by the Minister of Higher Education or even the nation's President. Issues of both independence, lines of accountability and also potential political support are at stake. As it will be important for Afghanistan to enhance the steering capacity of the central authorities, the President of the Institutions of Higher Education should be appointed by the *Minister of Higher Education* but recommendations for appointment should be made by a committee with representatives from the *Council on Higher Education* and senior academics outside the university.
The power of the *President* depends very much on whether s/he is able to determine, at least partially, the composition of his/her collective management bodies. The *President* of the university can nominate members of the *Board of Governors* or not be involved in such nominations at all. In order to strengthen the power of the *President*, it is recommended to allow the President to choose some of the members of the *Board of Governors* but others should be members on a an *ex officio* basis.

At the faculty level, a similar decision-making structure can be found internationally. It is suggested that each faculty be headed by a *Dean* and comprise a consultative structure, which is the *Faculty Council*. *Deans* could be either nominated by the Head of Institution or be elected. When they are nominated, they could become part of the central management team which thus gains in coherence and strength. They are then, however, in a weaker position to defend the particular interests of the faculty which may diverge from the general institutional interests. In order to provide room for more democratic decision-making in higher education institutions, it is suggested that Deans be elected by the faculty community.

While each higher education institution may have variations in its management structures, it is important that the main governance bodies, their composition and responsibilities are laid down in the Law on Higher Education.

The team recommends that:

- the authority structure of public universities include a President (together with a college of vice-presidents), a Board of Governors, a Senate and relevant bodies at the faculty level (dean and faculty council);
- the President of a university be appointed by the Minister of Higher Education but that Deans of faculties (or chairpersons) be elected by the academic community;
- there be a clear functional distribution of administrative and academic responsibilities and that the decision-making power for day-to-day management be delegated to the President of the higher education institution;
- the President of the Institutions of Higher Education be entitled to nominate those members of the Board of Governors who are not ex officio members;
- the Senates comprise a minimum number of females;
- the authority structure and collegial bodies for governing individual institutions be defined in the Law on Higher Education.

Chapter 3
How should students be recruited and retained?



Students going to lectures - Kabul University

Over the next decade, higher education in Afghanistan will face a set of demographic and social conditions that will pose special challenges for the MoHE and the individual institutions. These demographic and social factors will make what is already a difficult task for higher education recovery and reform even more demanding.

In Afghanistan, input for the system of higher education is provided by pupils who have completed 12 years of basic schooling (grades 1-12) and who, based on their score in the Centralized National Entrance Exam, are placed in the grid of the national institutions of higher education. Over the last 20 years, the quality of schooling has deteriorated in Afghanistan as the knowledge of teaching staff and textbooks were outdated. Many Afghans were refugees and received their education in refugee camps. Women's access to education was and is limited. Due to lack of special attention, disadvantaged groups have been shut out from higher education. All of this puts pressure on the effective functioning of higher education and raises questions concerning the appropriate system for selection and recruitment of students.

Renewing and rebuilding the national higher education system also means acknowledging student rights and creating the services and the structures that should be in place in a future system of higher education in Afghanistan.

Some initial steps have been made and a new system is in the process of being developed. In March 2002, a national entrance examination was organized for the first time in many years. A few weeks later training had begun, building on both the achievements of the past, support from national and regional authorities as well as UN agencies and donor countries.

This chapter will address the effects of these challenges and recommend selected changes for student recruitment and retention.

3.1. What are the demographic and economic developments that will have an impact on higher education?

The international community has made a commitment to the development of education for all (EFA). The importance of education, as stated in the EFA goals, consists of three main justifications:

- Education is a human right;
- Education enhances freedom; and
- Education yields important development benefits.

Without a comprehensive national system of primary and secondary education, admission to higher education cannot be equitable in the sense that students will not compete on an equal level or more importantly they will not be able to access higher education at all.

The Independent High Commission on Education recommended that eight years "of primary and basic education, with a relevant curriculum of literacy, basic knowledge and skill training, should be made compulsory for Afghan children (7-15 years)". When this becomes a reality, it will create major pressure first on upper secondary education and later on higher education.

The first Back-to-School campaign, launched in co-operation with UNICEF in 2002, resulted in more than three million children, 60 per cent of the child population in Afghanistan, returning to the classrooms. Some 30 per cent of these children were girls. *Table 2* in Appendix 1 shows the gross enrolment ratio of girls in 2003. Table 3 shows that enrolment figures have increased drastically as an effect of the Back-to-School campaign. In six years' time, today's 11 year-olds will reach the age at which they can enter higher education and the percentage of eligible female students will increase drastically.

As secondary education is expected to expand, for demographic reasons but also due to the return of expatriates, it cannot be expected that demand for higher education will decline. On the contrary, *Table 3* in *Appendix 1* demonstrates the expansion needs of the higher education sector which must be taken into account in planning the intake into the education institutions. In 2002, there were 17 192 graduates after grade 12.

Both in 2002 and 2003, centralized national admissions tests were carried out in Afghanistan. In the year 2002, nearly 20,000 students took entrance examinations for the university sector. However, only one-third (6,000) of students were admitted. It has been suggested that only 5,000 students will be admitted in 2004. This illustrates that there exists a considerable level of unmet demand for higher education already now, and that it is likely to grow with the expansion of basic education.

Higher education in Afghanistan must certainly expand and this must be translated into development plans for the different sub-sectors of higher education. Once more reliable educational statistics exist, it will be necessary to project the social demand for higher education and plan for an expansion of the different components of the higher education system by institutional type and by discipline. Projections require the construction of a simulation model. At the same time, it will be necessary to obtain a clearer picture of labour market needs and therefore conduct a labour market study which also investigates teacher demand for secondary schools. A separate study on disparities is also recommended to target the most needy groups and establish appropriate affirmative action policies.

At this point in time, it is already evident that certain disciplines must be developed. For instance, Asian Development Bank/IIEP data reveals that in 2003 there were only 12 students enrolled in administration and business and 72 in computer science. There were also 329 in pharmacy and 430 students in veterinary science out of a total of 31 203 students. These study areas need to be urgently developed.

In the short and medium term, it can be expected that student demand for higher education will continue to exceed the physical capacity of higher education to meet that demand. As a result, it will be necessary to restrict access to higher education, at least in the near future. However, the studies mentioned above should give the indications for resources needed for higher education and also where to target inputs to higher education.

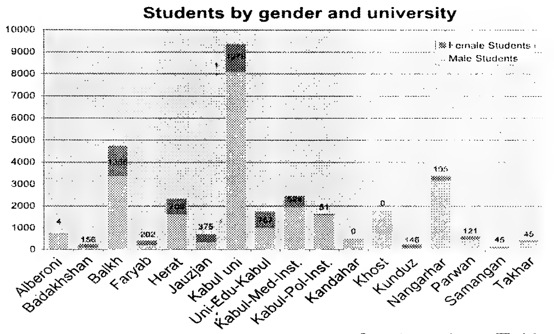
The team recommends that:

- a study on social demand for higher education be conducted to lay the basis for a simulation model to determine the social demand and resource requirements (financial, human and physical) for higher education in the next decade;
- a manpower needs assessment study be conducted to anticipate changing needs for skills development and higher education studies. The study should encompass a study on teacher demand for secondary school;
- a study on disparity be conducted to identify levels of participation of disadvantaged groups, barriers to entry and strategies for affirmative action;
- training programmes be organized to introduce Afghan officials to the use and analysis of simulation models and labour market analysis.

3.2 How could more women be encouraged to participate in higher education?

Women could hardly participate in any form of education, including higher education, under the Taliban regime. The current government's policy prioritizes provision of opportunities for women after many years of restrictions on higher education. The social demand for higher education by women is demonstrated by their participation in the National University Entrance Examination which took place in Kabul in January 2003. Indeed, 1,334 out of 4,200 participants, thus 32 per cent, were female. In 2003, there were 31,203 students in the 17 higher education institutions in Afghanistan. Of these, 25,240 were male and 5,963 (19.11 per cent) female. Although this is not a low percentage considering the recent past, strong measures still need to be taken to increase the female ratio (Table 5, Appendix 1).

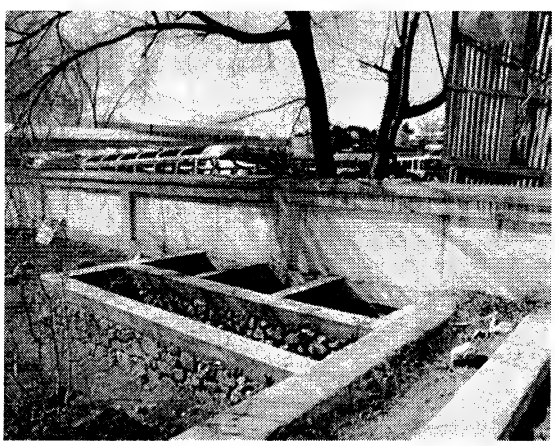
However, the aggregate percentage of female students disguises the fact that female students are concentrated in a few institutions. Female students made up 29 per cent of the total number at Balkh University in 2003. At Kabul University, the percentage of women is only about 14 per cent. There are also two universities, Khandahar and Khost, that have no female students at all.



See Appendix 1, Table 5

Women should be encouraged to participate in higher education in <u>all</u> parts of Afghanistan. It is important to invest time and resources to sensitize the community to the importance of education for women. However, such sensitization must be accompanied by practical and/or concrete steps to facilitate female access to higher education such as offering female students who live on campus appropriate and secure housing. Furthermore, given the situation of young mothers in Afghanistan, solutions for women to study after motherhood are also very important. Finally, proper toilets and bathroom facilities are extremely important.

Historically, women have been disadvantaged in the education system as in most other spheres of social life in Afghanistan. During the Taliban rule, this was taken to the extreme. Women are now returning to higher education but specific measures should be taken for the admission of women in order to rectify the imbalance in equal access for both sexes. The World Bank has initiated a financial incentive program to increase female participation by providing special funding to higher education institutions for female students. These programmes along with other related programmes should be expanded.



The beginings of improved sanitary facilities for female students (Kabul University)

The right to higher education is not worth much unless it is translated into opportunities and the physical conditions are in place to ensure access for all groups. Such opportunities relate in particular to the existence of dormitories or provisions for higher education close to the home of female students. Security is equally a problem, in particular for female students who may more easily become a target for crime and violence.

The team recommends that:

- a campaign be conducted to sensitize Afghan society to the importance of providing higher education to women;
- affirmative action programmes be introduced in all institutions of higher education to encourage female enrolment as well as enrolments from students from deprived regions;
- in admissions to higher education institutions, females be given priority to attend institutions close to home;
- provisions for women's dormitories be made in all major institutions;
- security arrangements and physical facilities be put in place that permit females to attend, e.g. dormitories with surrounding walls, appropriate toilets, etc.
- kindergartens be established on campus to allow women with children to participate in higher education

3.3 How can access of refugees to the higher education system be increased?

Access to higher education is limited for a range of groups such as refugees, ethnic minorities, the physically handicapped etc. During the last two decades of wars in Afghanistan, millions of people fled the country. The majority of the refugee population went to neighbouring Iran and Pakistan. However, a large group of Afghans also migrated to the USA and Europe. This led to a considerable brain drain during the more than 23 years of war and a literacy rate that is one of the lowest in the world (in 1995 the literacy rate was 47 per cent for men and 15 per cent for women). Since April 2002, more than 600,000 Afghans have returned from Iran within the framework of the UNHCR repatriation programme and returnees from Pakistan have exceeded 1.9 million. There are also some

220,000 internally displaced people within Afghanistan, of whom more than 30,000 returned home during 2003. Significant numbers of others have integrated into their host communities and are no longer dependent on relief.

Not surprisingly, the influx of returnees has created a student applicant population with extremely varied ages, skills and backgrounds. The situation is similar for those students within the country that had their education interrupted at different stages during the sequence of wars.

Afghanistan is therefore dealing with a very heterogeneous group of potential students for which it is desirable to provide appropriate educational opportunities. The discrepancy between student demand and available places is huge and will remain one of the biggest challenges for the Afghan higher education system in the coming years.

The system can deal with this heterogeneity of students in two ways, each of which has different cost implications. The more costly solution, which responds to the low quality of earlier levels of education, is the creation of a preparatory year for all first-year students in order to bring them up to standard. The less costly solution would be to offer *a series of foundation courses* either alongside the normal functioning of the system or before the semester starts. In view of the situation in Afghanistan and taking into account costs and logistics, the second choice is preferable. The bridging courses should cover some basic topics such as languages, IT skills, history, social sciences and international human rights.

The team recommends that:

nationally-determined foundation courses be offered to all students in the following areas :

- basic linguistic skills in English, Dari and Pashto;
- "literacy" courses in sciences and mathematics for non-science students;
- basic skills in information and communication technology;
- contemporary history of Afghanistan;
- Afghani society and culture
- Islamic culture
- international human rights law, etc.

3.4. How should the access of disadvantaged groups in the higher education system be increased?

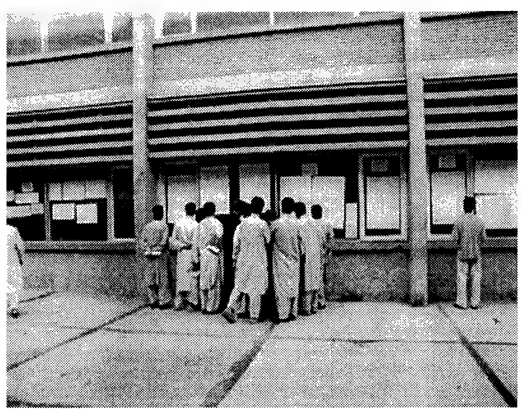
Access to higher education is limited for a wide range of young people in Afghanistan today. However, for some groups such as the handicapped access to higher education is even more restricted. It is estimated that there are one million handicapped people in Afghanistan in need of assistance ranging from prosthetic devices to training. In order to bring higher education within the reach of the handicapped, many measures need to be taken. This is a very demanding programme, as even in wealthy countries all higher education institutions have not reached an acceptable level of equality and accessibility for the handicapped. However, some intermediate measures can be made in order to improve access for the handicapped, for example by making the buildings more accessible. This can be done most simply by providing ramps to all Institutions of Higher Education, thereby providing access to at least the first floor of the building. In the long run, elevators will however be necessary.

The team recommends that:

- buildings be made accessible to physically handicapped.

3.5. What should be the regional distribution of institutions?

Access to higher education has been widely disparate in Afghanistan with respect to regional distribution. Out of 32 provinces, 18 do not have any institution at all. The entire southern region with a population of 17.5 per cent of the total has only one institution with 1.5 per cent of total enrolment, whereas the central region with 28 per cent of the total population has



Students receiving results - Kabul Medical Institute

53 per cent of total enrolment. Kabul alone has 48 per cent of the total enrolment (See Appendix 1, Table 1). Some measures can be taken to reduce this disparity by affirmative action programs and setting up new institutions.

The team recommends that:

- necessary measures be taken to reduce disparity in provincial and regional distribution of higher education opportunities.

3.6. What should be the appropriate criteria and the system for the selection of students?

Given the limited capacity of higher education in Afghanistan, access will have to remain selective in the near future. It is important to ensure that equal opportunity to study is not only an exercise in rhetoric but an actual right available to everyone. In other words, access to higher education should not be constrained by sex, race, marital status, colour, language, ethnicity, political or religious belief, so far as is reasonably practical. It should be based on merit in principle but with provision of affirmative action for females in particular. This principle should be anchored in the Law on Higher Education.

In order to evaluate merit, it will be necessary to establish common standards and criteria for admission to different courses in higher education. For Afghanistan at this stage in the development of the system of higher education, it is recommended to maintain a centralized admissions examination for all universities. However, it will be necessary to develop and refine the system in order to obtain a better match between student choices and allocation of places. For instance, students could be requested to indicate a limited number of choices with respect to institutions. Admission to an institution must be based on the choice and performance of the candidate on the test. It may be possible to prescribe minimum scores for those eligible to be considered for admissions.

The team recommends that:

- the Ministry of Higher Education be in charge of setting national admission requirements and common standards;
- a national admissions examination be conducted for all universities, technological and pedagogical institutions and colleges;
- a Testing, Measurement and Evaluation Centre be established under the authority of the Ministry of Higher Education to refine testing procedures to obtain a better match between choice and performance;
- admissions to community colleges be open to secondary school graduates as well as adults who have not had access to higher education to date.

3.7 What types of student services will need to be developed?

At present, there is no provision for health care services to students and staff at higher education institutions. Such services for students should be put in place and medical staff trained in conveying preventive measures for instance on HIV/AIDS ways of preventing drug abuse, and in dealing with the consequences of these. The higher education institutions are important sites for this kind of services. Students are in a setting that allows them to take a step back from the restrictiveness their families might represent and they are surrounded by people who are likely to have similar concerns.

Furthermore, the students are within the age group that would greatly benefit from these types of preventive health care. NGOs should be involved in setting up these services on campus and training Afghan health service personnel within this framework together with the MoHE and the MoH. In the long run, this is a service that should belong to universities with close links to the regional medical centres and hospitals and also linked to a Ministry of Higher Education focal point.

In a country which has lived through more than 23 years of war and with a student population traumatized by it, there will also be a need for counselling services. Based on the same logic as above, one or two counsellors should be accessible on campus, ideally one female and one male. The counsellors would be trained in receiving student grievances concerning the programmes of study. The counsellors should be familiar with student rights as they are outlined in the Law on Higher Education.

In addition to the above-mentioned student services, a structure should be established for monitoring discrimination and harassment of various types. This committee should consist of a group of people balanced to the greatest extent possible according to

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age, sex and ethnicity. The members of the committee should be linked with human right groups and health/medical personnel and from the outset receive major support from similar groups in other countries.

The team recommends that:

- units for student counselling be developed and staffed;
- specific structures (a special committee) to deal with sexual harassment and abuse be created in each higher education institution;
- higher education institutions establish Health Care Units for student health care and for preventive measures (ncluding drugs, HIV/AIDS)

Chapter 4
How should academic staff be organized, recruited and trained?



Staff pleased to receive certificates
UNESCO/IIEP - MoHE Workshop
Kabul, October 2002

Academic staff are the most important resource of higher education institutions as these are by definition labour-intensive and staff costs represent by far the greatest proportion of expenditure. As a result, the qualifications, motivation, working environment and rational use of academic staff are crucial to the provision of quality higher education.

The rebuilding of Afghan higher education imperatively entails as one of its most salient components the upgrading of its academic staff both in terms of quantity and quality. In order to rationalize the system, it will be necessary to introduce major changes:

- in the nature and application of the rules governing the creation and distribution of posts and positions;
- the recruitment and promotion process;
- the employment conditions and career prospects offered to the staff; and in
- the motivation system and staff development.

However, given the context of financial constraint as an expected evolution of the social demand for higher education and an uncertain labour market for higher education graduates, it will be necessary to establish a system which can respond flexibly to an uncertain future.

4.1. Who should be responsible for the creation, allocation and management of posts and positions?

Countries have adopted different practices in the distribution of responsibilities in the creation, allocation and management of posts, but basically one can distinguish two main approaches in this respect. In systems with a high level of decentralization of responsibility and where institutions receive a lump sum from the government, the decision for the creation of an academic post or a position in a particular department remains with the institution itself. Such decisions are made according to established institutional priorities in academic policy.

Within the context of a more centrally planned system, such as is the case in Afghanistan, where academic staff usually belong entirely or partly to the civil service, academic posts are created through a process in which the final decision for their creation lies with the state. A proposal for a post usually emanates from the higher education institutions but the decision is made by the central authorities, most frequently by the Ministry of Finance (sometimes jointly with the Ministry of Civil Service and the Ministry of Higher Education). Such decisions may be made within a joint planning framework in which periodic negotiations take place between higher education institutions and the state when strategic targets are fixed under a contractual arrangement. In this approach, the main concerns are to build a system:

- in line with the availability of public funding;
- which aims at the equitable distribution of resources across all higher education institutions; and
- which constitutes a national system of post creation and allocation thus providing the central authorities with the capacity to translate a national policy for higher education into personnel policy, greatly enhancing the steering capacity of the state.

Such a system is thus more conducive to nation-building.

Given that higher education in Afghanistan is in a stage of transition with major decisions to be made for the restructuring of the system as a whole, it is important to maintain the authority for post creation with the state.

Within such a system of central planning and control, higher education institutions may be allowed varying degrees of latitude in the definition and use of posts

allocated to them by the state or by a bufferorganization. For instance, institutions may combine existing vacant posts in order to create another. A limited number of posts may be allocated at the discretion of the authorities of a higher education institution in response to institution-specific requirements.

Under a national system of posts, there will be a need to decide whether there should be distinctive categories of academic staff relating to different segments of the higher education system. In particular, distinctive categories could be created with regard to the academic staff of the community colleges on the one hand and the degree-granting higher education institutions on the other. There are different underlying issues to be considered in such a decision, such as:

- the potential for the profiling of the sub-sectors;
- bringing different types of expertise to different sub-sectors relating to different roles in the system (for instance staff with working experience for the higher professional sector, but with lower academic credentials); and
- staff costs and student mobility within the system.

A unified corps of academic staff across all sub-sectors of higher education puts all academic staff on equal footing. As a result, it may be easier to create an integrated system of higher education with vertical mobility in which students move more easily from the college to the university sector. This would, however, also mean that there is greater risk of 'academic drift' as well as less scope for distinctive missions and profiles and higher staff cost, since community college sector staff frequently receive lower salaries than university staff.

In Afghanistan, university staff require a minimum of 4 years' academic training (bachelors level), whereas the staff of higher vocational institutes (which will become community colleges) usually possess only 2 years of training after high school. Despite the fact that a unified corps of academic staff has many advantages, the financial constraints of Afghanistan will certainly not allow the creation of such a unified system at this point in time.

The team recommends that:

- the national authorities be in charge of making the final decisions on criteria as well as on the creation and allocation of posts across the higher education system;
- less strict academic criteria be applied for recruiting staff to community colleges as well as to specific specialized technolocical institutions.

4.2. How should one plan for the requirements of academic staff?



Staff at Workshop opening ceremony

The creation and allocation of posts, regardless of the administrative layer in charge of making the decision, needs to be based on a rational system of choice. Choices to be made relate to many variables such as prevailing national or institutional policies, prevailing patterns of social demand for higher education which is itself a function of anticipated opportunities in the labour market for graduates, the development of academic disciplines, changing research agendas, financial constraints and public policies for national or regional development. This makes for a complex set of contextual and sometimes contradictory factors in all countries against which planning decisions must always be balanced.

Planning techniques for academic staff must establish age and qualification pyramids by discipline/subject matter, making it possible to evaluate the need for the replacement of academic staff. Such information facilitates the development of a hiring strategy in order to avoid discontinuity in recruitment and replacement, both at national and institutional levels.

The choice of technique for the planning of academic staff requirements depends very much on data availability, in other words on the information system in place both at the institutional and national level. It is good practice to plan for staff needs at both levels in order to be able to balance institutional and national priorities on the basis of rational choice.

The team recommends that:

- the Ministry of Higher Education establish an

information system and an administrative structure in charge of planning for academic staff needs;

- this be used to enhance decision-making on the creation and allocation of academic posts.

4.3. What should be the types of *academic positions?*

Universities around the world are mostly teaching and research organizations in charge of advancing knowledge and transmitting learning. Emphasis on research is important in order to keep abreast of development in one's field. It enriches instructional and academic interaction. The institutional capacity to carry out these two tasks depends on the competence and professional experience of academic staff at the universities.

The existing system of academic personnel in Afghanistan comprises six levels: in ascending order *Pohyalai* (teaching assistant), *Pohanyar* (assistant lecturer), *Pohanmal* (lecturer), *Pohandoy* (assistant professor), *Pohanwall* (associate professor) and finally *Pohand* (full professor; the highest rank). Promotion from one level to the next is carried out at intervals of three years and decisions are based on academic production including textbook writing.

Universities in many countries have academic positions such as professors, associate professors and assistant professors. In many countries, a masters degree in the basic discipline and a doctoral degree in an area of specialization are minimum qualifications required to hold an academic/teaching position in a univesity.

Given the fact that a majority of academic staff in Afghanistan do not even have a masters degree, it is important to create another layer – lecturer – which does not require a doctoral degree. Those who enter at this level may seek a higher qualification and promotions.

The minimum qualification requirement for teaching at university level should be upgraded to a masters degree. Promotions from the assistant professor level onwards should require a doctoral degree in the relevant discipline. This transition may take time, but it is essential to start planning for this transition now.

In addition to a four-level academic hierarchy which should be the target for the future it will be necessary to maintain a fifth category in the years to come. This category will be made up of 'instructors', or academic staff with a bachelors degree only. The intention is, however, to either upgrade instructor-level academics through staff development or wait for their retirement.

The team recommends that:

the following five academic ranks and qualification levels for university teaching and research staff in Afghanistan be fixed by the Ministry of Higher Education :

Academic Rank	Qualification and experience
Professor	PhD from a recognized university + teaching and research experience + published research at international standard.
Associate professor	PhD from a recognized university + teaching and research experience + published research.
Assistant professor	PhD from a recognized university (possibly in an advanced state of preparation)
Lecturer	A minimum of a masters degree from a recognized university.
Instructor	A minimum of a bachelors degree from a recognized university.

4.4. How should academic personnel be recruited?

Recruitment of academic staff depends on the status of the service envisaged. Different models are found throughout the world. Where the professorate belongs to the civil service or are considered state employees, recruitment of academic staff follows the general rules of civil service recruitment. Where academic staff are directly recruited by the higher education institution, they are the employees of the institution and in this case recruitment procedures are governed by the rules for personnel under contract with the institution.

Higher education institutions are more autonomous when academic staff are their own employees but this allows for less scope in the development of a unified higher education system. When higher education institutions are the only actors in the recruitment process of their staff, they are in a better position to look for the best and provide incentives to attract those that best fit their priorities and value system. It is also a more effective tool for team-building in the departments, as new staff must join existing groups of academics and this works best if they are recruited by their future colleagues.

In order to ensure transparency and fairness, there is a good case for the national definition of recruitment procedures and qualifications levels for academic staff (which may be refined by means of job descriptions at the institutional level). This does however not preclude the recruitment process from being conducted at the level of the institutions concerned.

Recruitment procedures most frequently comprise the constitution of *ad hoc* committees in each discipline or subject area as well as the establishment of rules governing the appointment or election of the members of these committees at the departmental, institutional or national level.

Transparency can only be ensured when there is an obligation to advertise posts publicly at the national level, as is the case in Afghanistan. It is also good practice to request that potential candidates be informed of the profiles of the posts to be filled.

The selection of academic staff can be based on different modalities which are used exclusively or in a combined fashion. These may include the following:

- academic production, where the scientific capacity of an academic is assessed;
- a lecture where the teaching ability is assessed by peers; and
- a personal interview.

It is suggested that Afghanistan use a combination of at least academic production assessment and a personal interview. The interview committee should have subject experts and representatives of the Ministry and be chaired by the Dean of Faculty. The selection should be approved by the *Senate* of the university at its next meeting or through a circulation to individual members. It is suggested that the MoHE have the right of final approval for posts at the level of associate and full professorships which should be the level at which tenure should be granted to individuals.

The team recommends that:

- recruitment procedures be set nationally by the Ministry to ensure transparency and equity;
- recruitment and interviews be conducted at the institutional level when selecting academic staff members at universities;
- decisions to recruit an Associate and Full Professor must be approved by the Ministry of Higher Education;
- decisions to recruit at instructor/lecturer and assistant professor level be carried out at the institutional level conditional on approval of the *Senate*.

4.5. How shall careers and employment conditions be managed?

Management of careers and employment conditions is commonly a mixture of national and institutional responsibility. In most countries, in addition to an established system of academic ranks in each category and the rules relating to the progression in their career, there are also general rules relating to the retirement age, salary scales (either determined as part of civil service employment or in negotiation at the national level with trade unions), duties and responsibilities of each category of academic staff as well as a general frame of working hours. If institutions do not have the power to set these rules, they are the ones to apply them.

The policy debate in the area of career management in many countries centres around the following issues:

- Should academic staff be employees of the state or the institutions?
- Should a system of tenure been established?
- Should there be diversified salaries?

- Should duties and working conditions be defined at the national and/or institutional levels?

4.5.1. Should academic staff be employees of the state or the institutions?

An important decision to be taken concerns whether academic staff are to be the employees of the state or the higher education institution. When institutions are the employers of higher education staff,

- They have far more latitude in the setting of employment conditions than in a national system;
- They have greater leverage in determining the tasks to be performed, salary scales and incentive systems;
- However, market mechanisms will play a stronger role in the distribution of staff across the country.

In a country such as Afghanistan, where some university locations in the provinces are much less attractive than the capital city, the market will not lead to the most optimal allocation of staff. For this reason, it is advisable to maintain the current status quo of academic staff being employees of the State.

The team recommends that:

- academic staff be employees of the State.

4.5.2 Tenure or contractual employment?

Civil service status or tenure used to be the norm in most academic systems world-wide and this is also the case for academic staff in Afghanistan. In recent years, there have been attempts to move away from the tenure system for all staff and either create a two-track system in which tenure is only one option co-existing with others or in which tenure has been abolished altogether. There are good arguments for both systems:

- Tenure creates the security and long-term perspective which is needed for academic work and is thus often associated with the idea of academic freedom;
- The advantage of a tenure system is that it attracts high quality staff to the institution since salaries are often low in the public or para-public service and security of employment often compensates for lower salaries;
- Frequently women who have family responsibilities are attracted to higher education and this would not be so if there was no employment security. This widens the pool of potential recruits for academic staff employment.

Many higher education institutions operating under a self-regulated governance system

- have also found themselves in situations of severe financial constraint where staff was made redundant and could not solely rely on early retirement;
- The existence of tenure is sometimes criticized as being an obstacle to the replacement and adaptation of study programmes and as an unaffordable luxury in times of financial restrictions;
- In a system largely based on tenure, flexibility within the institution depends upon the intrinsic motivation of staff and their capacity for innovation, rather than on extrinsic motivation.

In Afghanistan, the current situation is a *de facto* tenure arrangement for academic staff. This should be maintained but tenure should be limited to staff at the associate and full professorship level who have obtained a PhD and shown sufficient proof of their performance in teaching and research. This will allow use of tenure as a motivating factor to keep up academic performance and to make sure that those who are given tenure have a sufficient track record in both teaching and research activities.

The team recommends that:

- the Afghan system of academic careers provide tenure for Associate and Full Professors.

4.5.3 Uniform or diversified salaries?

In Afghanistan there is currently a problem of basic salaries being too low to allow academic staff a decent living. In order to make employment in higher education more attractive, it will be necessary to improve current salary levels.

Where academic staff are employees of the state, there are also usually relative salary scales attached to it. Even in systems in which academic staff are employees of the institution, there are frequently national negotiations of salary levels between national authorities and the collective bodies of academic staff.

- Nationally-determined salary levels help avoid potential conflicts that can arise in the negotiation of salaries at the institutional level.
- If institutions are given total freedom in the determination of salaries, market mechanisms would strongly influence the allocation of academic staff. This would result in competitive behaviour among institutions which is not necessarily in the interests of the entire higher education system.

Despite a prevailing tradition of unified salary scales, many systems have more recently created opportunities to allow for either a small part of the salary to be given for supplementary tasks performed (either administrative responsibilities or supplementary teaching or research assignments) or a component of the salary to be either performance-related or allocated when staff accept additional responsibilities, such as committee chairmanship or taking over specific management responsibilities.

Performance-related pay remains a relatively controversial issue in higher education, even in systems which give more emphasis to the market. Performance-related pay systems require very strong systems for staff evaluation which are difficult to build in a context in which data at all levels is scarce, such as in Afghanistan.

The team recommends that:

- current salary scales be upgraded;
- there be nationally-determined salary scales;
- there also be opportunities for smaller salary complements at the institutional level for the performance of clearly defined additional tasks.

4.5.4 Duties and working conditions: Should they be determined at the national or institutional level?

Professional duties of academic staff may be stipulated in a more or less precise fashion in the statutory or contractual conditions of employment at the national level or they may be left simply to the higher education institutions and their academic departments. Such duties most frequently include research, teaching, services and administration. In many countries, there are statutory arrangements which specify that academic staff members should devote half of their time to research and the other half to teaching. In other countries, there is a specification of 40 per cent of time to be devoted to research, 40 per cent to teaching and 20 per cent to administration. In many other contexts, however, only the number of hours to be spent in a classroom teaching is specified in personnel statutes. Many other activities are implicitly expected but not specified, as there is not an amount of time associated with them.

In systems with a high level of decentralization, institutions and even more frequently their units develop job descriptions which specify the more precise duties to be performed at departmental level. Some academic staff may be relieved of some or all of their teaching obligations if they devote themselves primarily to research. Others not engaged in research may be given a heavier teaching workload. Some may take over specific administrative duties, student counselling or community service obligations.

A specific case to be discussed is whether academic staff are allowed to engage, even occasionally, in outside external activities such as private consultancies or community development projects. Such activities may compensate for relatively low salaries and make academic employment more attractive, and they may also bring professionally relevant knowledge to the teachers which may enhance the relevance of their teaching activities. Above all, this allows for knowledge transfer for local and national development. It is, however, necessary to make sure that such outside activities will not conflict with other academic tasks. Higher education institutions need to create a framework which stipulates the conditions under which external activities may be performed. Many universities worldwide have created a rule whereby academic staff are allowed to commit one day a week to outside activities of which they should inform their head of department or dean of faculty.

Such rules need to be laid down in a code of ethics which stipulates a frame of reference for what can be considered ethical behaviour and appropriate academic conduct. A code of ethics should also be determined with respect to the types of research activities which shall be considered ethical. This will be particularly important with respect to research on human beings and animals.

Finally, scope for part-time employment in higher education institutions should be provided by the system of duties and working conditions. Given the current scarcity of qualified academic staff, it will certainly be advisable to create opportunities for part-time employment. This would allow qualified professionals such as medical doctors, lawyers, ma-

nagers and other professionals to teach some hours at a higher education institution and to share with students their professional experience. The recruitment and management of such part-time teachers is left in many countries to the higher education institutions which pay such staff on an hourly basis.

The team recommends that:

- national personnel statutes provide a framework for types of duties to be performed by academic personnel (including an obligation to engage in some research and service);
- institutions have scope to define the more specific terms of reference under which academic staff are employed;
- general rules be made for outside activities, but specifics be formulated within an institution-based regulatory framework;
- provision be made in the personnel statues for part-time employment in higher education;
- a code of ethics of responsibilities and rights be laid down in the Law on Higher Education to provide a reference for academic conduct; and
- such a code of ethics also include also reference to ethical behaviour in research activities (in particular research on human beings and animals) and truth in reporting.

4.5.6 What types of on-campus services will need to be developed?

The working conditions of academic staff in Afghanistan are very difficult due to the state of the buildings and the non-availability of textbooks and up-to-date materials. In addition to improving salary scales, it will also be necessary to improve working conditions if more graduates are to be attracted to the academic profession. In particular, it will be necessary to offer a package of both supplementary benefits and services. In terms of living conditions, for those staff not living on the campus or close to it, there is currently no functioning transportation system. Given the current difficulties of housing and transportation, it will be necessary to offer access to housing on or close to campus as well as special transport allowances for those who live outside. Temporary academic staff, such as Afghan or foreign expatriates who come to teach for a limited time, should be given priority in the allocation of housing opportunities. It will also be necessary to create access to office space, basic office equipment and ICTs, preferably in the offices. This will be necessary to keep academic staff on campus available for professional work and to meet with students for academic guidance.

It will also be necessary to offer academic staff and their family members access to health care facilities on campus since there is no functioning social security system which covers health care provision for public employees at this point in time.

The team recommends that:

- the working conditions of academic staff be gradually improved through providing access to improved academic facilities (office space, equipment, ICTs);
- housing for academic staff be provided or transportation facilities put in place (or transport allowances);
- temporary academic staff such as Afghan or foreign expatriates who come to teach for a limited time be given priority in the allocation of housing opportunities;
- academic staff and their family members have also access to health care facilities on campus.

4.6 How should academic staff be evaluated/ appraised and motivated?

Motivation systems in higher education, as in all other activities, are of two basic types : They are either based on intrinsic reward (arising from academic work) or extrinsic reward (incentives), or may be a mixture of both. Traditional motivation systems in academia used to be widely based on intrinsic motivation, where one element was a determinant in career progression: i.e. the quality and quantity of research output. More recently, motivation systems tend to encompass more frequently elements of extrinsic motivation such as salary increases and accelerated career progression. However, in order to work well, such systems must be based on transparent systems in order to be able to distinguish different levels of performance.

Traditional systems of evaluation in higher education establish performance and merit at points in time when a decision needs to be taken relative to a recruitment or a promotion. This has been the case since the 1950s in Afghanistan, where publications and training materials are evaluated by academic colleagues of superior rank (peer review) when there is a decision relative to a change from one of the six ranks to another one. The future system for staff evaluation could be based on similar criteria but it will have to be

made more rigorous and transparent.

More recently, some higher education systems have introduced a more regular appraisal system in which academic staff undergo a procedure which frequently requests them to prepare a report, show evidence of their performance and submit to a performance-related interview with their head of department annually or bi-annually. In some contexts, regular staff appraisal will also take into account student evaluations of academic staff which are conducted regularly in order to establish performance in the teaching domain. Sometimes, as part of the appraisal process, academic staff are requested to prepare a 'teaching dossier' which shows evidence of their conception of teaching and their results. Such a regular appraisal system may open access either to staff development opportunities or to salary complements when systems of performance related to pay are in place. Finally, in some countries earlier staff appraisal interviews may be consulted for decisions related to promotion.

Since staff appraisals are conducted on a more regular basis than evaluation, they are a good tool to harmonize institutional with personal (professional) goals. They frequently take into account all types of activities, i.e. teaching, research, administration and community involvement, whereas most evaluation systems concentrate exclusively on research performance. However, they put a considerable burden on the Head of Department, in terms of workload and also in human terms.

An appraisal system must be specific about the following items :

- the academic activity to be appraised (research, teaching, service, administration, other);
- the procedures and instruments for collecting evidence (ongoing or when the necessity arises);
- the role of various constituencies in the decision-making process;
- the actors who will have access to the information collected;
- grievance procedures available to academic staff members.

A specific point for attention is how to evaluate performance in teaching. This is particularly important as most academic staff time is devoted to teaching activities. Many higher education systems have begun to introduce student evaluation of teachers. This is however a culturally sensitive device, in particular in contexts in which the student-teacher relationship is hierarchical. Student evaluation of teachers is indeed the most important source of information for judging teaching performance. Students are generally able to make quite objective judgements regarding behaviour which is conducive to learning, provided that they are given adequate questions to judge and that a sufficient number of students is questioned.

The team recommends that:

- the present system of staff evaluation for promotion be revised to introduce more rigorous evaluation standards for research and textbook production;
- this system also be complemented with a more regular mechanism for staff appraisal in order to judge performance in a more comprehensive fashion, including performance in teaching and service activities;
- such a system of staff appraisal takes into account students' evaluations of teachers;
- staff development opportunities be offered as an incentive to well performing staff.

4.7 How could the qualifications and competencies of Afghan academic staff be improved?

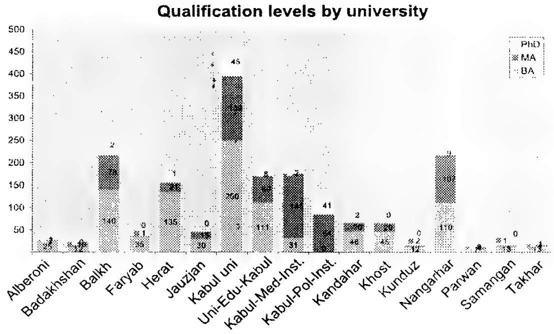
Staff development is an important issue of concern throughout the world. Even in the world's best universities, academic staff interact with their counterparts in other countries and universities through their research, seminars and conferences and exchange ideas and experiences. In many countries, there is a specific allocation in the budget for study abroad programmes to improve qualifications levels of staff members.

The issue of staff development is all the more important in Afghanistan, as a large share of the university teachers do not currently possess a postgraduate degree (masters level); Many hold only an undergraduate degree. One of the recent estimates indicates that, of the 1,846 university teachers in Afghanistan, 55 per cent possess only a bachelors degree, 39 per cent have a masters and only 6 per cent have a PhD and the remaining staff members hold a masters (see Appendix 1, Table 7).

According to ADB/IIEP database in 2003, those with the highest qualification levels were concentrated in the Kabul region (79 per cent of all PhDs and 52 per cent of all masters). The provincial pedagogical institutions have the least qualified professors, with the

majority holding a bachelors degree and no academic staff with a PhD. By discipline, the highest levels of masters and PhD holders are to be found in engineering and medicine (see Appendix 1, Table 7). The lowest numbers are in the fine arts, theology, pharmacy and the humanities.

Qualification levels by university



See Appendix 1, Table 7

To restructure the system and improve the quality of education, it is crucial to enhance the qualifications levels of teachers. This can be done in different ways, focusing on the individual and on the institution:

- upgrading the skills of existing academics through their acquisition of higher level qualifications, in particular of a masters degree, with emphasis on those disciplines which will have to be expanded and where current qualification levels are particularly low. A scholarship programme could be created to provide opportunities for study abroad, mainly in good universities in neighbouring countries. It would, however, be necessary to carefully target the provision of scholarships at relatively young, meritorious and promising academic staff and to plan for their replacement.
- Funding should be made available to allow for a systematic effort of partnering between Afghan universities and universities abroad, mainly neighbouring country universities. Such partnering would make provision for Afghan academics to enrol in masters programmes offered by partnering universities and receive training from abroad, mainly at a distance and through supervised periods where professors from the partnering universities would regularly spend some time in Afghanistan to supervise their masters students and perhaps contribute to teaching other Afghan students by the same token.
- Expanding distance education for staff upgrading: Open universities and on-line learning are important avenues for skills upgrading by existing staff,
- Future recruitment should strictly accord with the qualifications requirements indicated above.

In addition to the formal upgrading of qualifications, there is also an urgent need for all academic staff to acquire some generic competencies necessary to link up with the international community of their discipline. Such generic competencies would necessarily comprise computer literacy and knowledge of an international language, such as English. This should be achieved relatively quickly through in-service training programmes which should cover all academic staff. Such in-service training could be organized at the level of each higher education institution in the short to medium term, as lack of public transportation makes it difficult to move.

In order to sustain the upgrading of academic staff, it will be important to use/set up a number of devices which offer permanent links and mentoring between academics and the professional networks of their disciplines. For specific events, such as discussion forums or seminars, use could be made of the *Global Development Learning Network (GDLN)* which is an infrastructure for interactive distance learning techniques (such as video-conferencing) that was set up recently at the Ministry of Finance in Kabul by the World Bank. This would allow groups of academics located in Kabul to interact with academics of the same disciplines in order to exchange on a professional level, pursue a disciplinary dialogue and upgrade skills.

The development of higher education in Afghanistan needs a better qualified, but also a more numerous academic staff to cope with the planned expansion of the system. Afghan expatriates including those highly qualified academic staff who left the country under the Soviet or Taliban regime could be invited to return for a limited period and teach some courses in the different higher education institutions. Returning refugees with acceptable academic qualifications may join the teaching force. Foreign academics from neighbouring countries in the south Asian region may be attracted to teach in Afghanistan under conditions of either permanent or fixed-term employment. Such academics need however to be provided with opportunities for housing, which is currently a scarce resource in Afghanistan.

The team recommends that:

- a scholarship programme be set up to allow academic staff to raise their qualifications level up to the masters degree;

a twinning programme between Afghan and foreign universities be funded to enrol Afghan academics in the foreign universities' masters programmes while they are supervised at a distance and through regular visits from academic staff of the partnering universities;

'on the spot' in-service training programmes be created to provide current academic staff with English and ICT skills;

distance learning and ICT facilities including the Global Development Learning Network (GDLN) be used to upgrade the qualifications and competencies of academic staff;

efforts be made to mobilize academics from among the Afghan expatriates to return to teach in Afghan higher education institutions, either permanently or for a shorter time (such as through the UNDP TOKTEN programme);

academic staff be recruited from neighbouring countries as temporary or permanent staff to cope with the need to expand the higher education system.

4.8 How should the next generation of academic staff be trained?

The capacity of higher education in Afghanistan will have to expand to accommodate more students. This will entail recruitment of young academic staff which cannot be satisfied by calling on the diaspora of Afghan academics or visiting professors alone. In order to satisfy the need for academic staff, it will become necessary to identify promising students at the undergraduate level and offer them opportunities for postgraduate training.

Currently, postgraduate training opportunities in Afghan higher education are close to non existent. This means that the system, assuming international standards for recruitment, has no capacity to reproduce itself. In the medium to long term, it will be necessary to develop postgraduate training opportunities either within the Academy of Sciences or within certain higher education institutions which have the potential to do so. These would include academic departments which have one or several academic staff with a PhD and involved in research activities. The development of masters programmes could benefit from the technical assistance of foreign neighbouring partner universities and conducted in collaboration with the Academy of Sciences. Such graduate programmes could be established under the name of *Graduate Schools* to be decided jointly by the universities and the MoHE as part of their regular contractual negotiations. A university seeking the status of a *Graduate School* would need to bring together a critical mass of researchers and postgraduate students and comply with quality criteria to be specified. Some of the *Graduate Schools* could use English as the medium of instruction. This would allow the bringing in of international students together with the academic staff of an international outreach programme.

As the intention is to bring research back into the Afghan higher education institutions and to make some research mandatory for academic staff, training of future academic staff should necessarily be research-based from the masters degree onwards. As a result, any masters degree programme should include methodological training in research techniques related to the discipline and also include the obligation to present a piece of original research, i.e. the masters thesis.

Preparing the next generation of university teachers does not only mean disciplinary and research-based training but should also include an opportunity to acquire teaching skills. In Afghanistan, academic staff generally use a very traditional teaching method which can be qualified as teacher-oriented. The main method of teaching is reciting or copying the teacher. At universities, lectures are the main form of teaching. Even though lectures still can/will be a major part of the teaching, complimentary interactive sessions such as tutorials are necessary to enhance learning. In addition to substantive upgrading, academic staff will have to be induced to new methods of teaching and the use of technology for this.

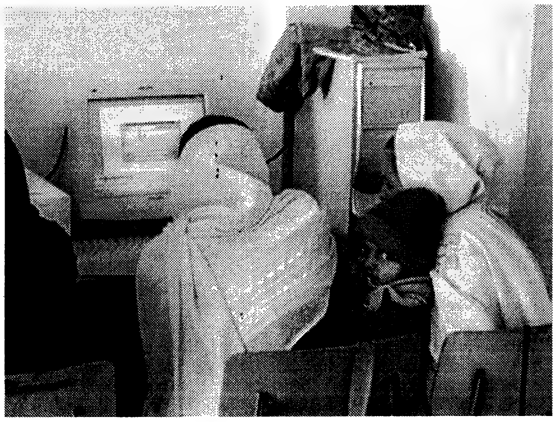
This can be organized and sustained through the creation of a *Centre of University Didactics* in one of the Afghan higher education institutions which could be conceived as a research and training centre in university didactics. Such a centre could either offer a compulsory training programme and make attendance by academics a mandatory requirement or it could offer support on a voluntary basis.

Students following masters programmes and who intend to join the teaching force could become involved in some limited hours of teaching activities such as carrying out tutorials or practical work. Such practical teaching, together with a more formal and theoretical training in university teaching, would be very helpful in upgrading the didactic capacity of future academic staff.

The team recommends that:

- promising students be identified at undergraduate level and offered opportunities for graduate studies at accredited institutions;
- a restricted number of *Graduate Schools* be established in selected departments with a nucleus of graduate training capacity;
- a centre be created in one university to conduct research and training in university teaching (didactics);
- all new academic staff follow an obligatory training programme in university teaching (didactics)

Chapter 5
How should the quality of teaching and learning be improved?



Computer education under high demand
Univerity of Education, Kabul

The reconstruction of higher education in Afghanistan encompasses the development of a unified system of higher education as a key constituent and tool of a unified nation. If a national system of studies and degrees is in place, universities and colleges will produce candidates with equivalent skills and shared standards for the performance of important professions. They will have acquired shared modes of discourse, standards of argument and evidence-based practice, which is a strong impetus for democratic debate. In a unitary national system of higher education, scholars and practitioners will benefit from co-operation across institutions for their own professional development and for the development of their profession. Shared systems of examinations and certification will allow the exchange of students, not only internally but also with foreign countries. Colleagues at different institutions can join in the solving of scientific problems that would be beyond the resources or capacities of each. Co-operation leads to comparisons – and hence to the maintenance and further development of professional standards.

5.1 What should be the relationship between teaching and research?

The defining criterion of higher education is that it is *based on research*, i.e. that it builds on knowledge acquired by scientific study. This means that those who have passed through some form of higher education must have acquired the capacity to follow new developments in their profession and be able to personally incorporate them as additional professional skills.

It is also a key point that training in the scientific approach to reality – the trained eye for observations, skill in formulating possible explanations, identifying the data needed and finally eliminating those that do not hold when confronted with facts – is a general methodology used in all professional fields of knowledge. The steps are the same whether it is in differential diagnosis in medicine, quality control of products or the assessment of the seriousness of ecological changes. Familiarity with the scientific approach is hence important not just for the researcher but also for the practitioner.

Training based on research is, roughly speaking, of two kinds. The broadest kind, at both universities and colleges, is the basic training in a professional field. It usually requires a solid upper secondary education as a point of departure. It is generally based on the transmission of *well-established knowledge*, often contained in textbooks which summarize and systematize the results of earlier research. It is often supplemented by professors from more recent research adapted to the level of the students. The extent to which this takes place varies between fields, but all higher education should have some reference to more recent research results. The other characteristic of such basic training is that the work of the students generally takes the form of *exercises*: the rehearsal of known examples which are particularly instructive as the acquisition of theoretical knowledge goes together with training and practice in the use of methods and equipment. The quality of such training depends on how well it develops the ability to solve problems, gives good tools to face the typical tasks of the field and provides applicable insights for addressing practical tasks. Examples are found in fields such as engineering, teaching and nursing.

However, there is another kind of research-based training which takes the first as its starting point. This type is not primarily based on well-established results but rather on the most recent findings, on unsolved problems and hypotheses that have not been fully tested. In addition to the recent articles, it is also often based on not-yet published materials. To take part in such research requires solid professional competence. The work of students does not so much have the character of exercises as of *experiments*, not so much of acquiring what is known as of contributing something *original*, either in terms of the data used,

method applied, findings made or perspective presented. This type of training not only builds on research – it contributes to research. For students, this type of training is primarily found at universities at the masters and PhD levels.

It was stated in previous chapters that very little research has been conducted in Afghan higher education institutions over the past decades. Hence, research needs to be developed and strengthened before research-informed teaching can be built. This encompasses a collaborative approach between the Academy of Science and the universities (as argued in Chapter 2), an upgrading of the qualifications of academic staff and the implementation of graduate studies to sustain and enhance existing research capacity (as suggested in Chapter 4).

The team recommends that:

- training at universities and professional schools be based more directly on research linked to recent results in the long term;
- students at the masters and PhD levels become more directly engaged in active research as part of their professional training.

5.2 What should be the future structure of *study programmes*?

In addition to the debate related to research-informed teaching in higher education, there has also been an extensive debate in recent years on the organization of study programmes. In part, this is because there are differences between countries and national traditions in the organization of study programmes which are embedded in broader national ranking systems. However, the debate has also been fuelled by the expressed wish to promote greater exchanges of students between countries. This has two sources :

- one is to enrich learning by studies abroad and promoting international understanding by familiarity with other cultures;
- the other is the growing supply of higher education for sale – e.g. providing attractive studies for which tuition must be paid.

In both cases attractiveness is conditional on convertibility – e.g. that the courses or degrees taken abroad can count at home. And *vice versa*: that examinations taken and degrees obtained at home can qualify and provide simple entry for continued studies elsewhere.

Hence, more and more countries are converging towards the same structure of study programmes. Foremost in this process of international standardization is the so-called Bologna process. The Bologna Declaration was signed in February 2000 and is now supported by Ministers of Higher Education in 32 European countries. The key point in the follow-up is to simplify the patchwork of higher education qualifications and develop a system providing for recognition, transferability and accumulation of study credits from different institutions. The goal is to improve mobility within Europe as well as to attract students from around the world. By a common, coherent framework for accreditation and certification, it also seeks to ensure high standards. A more detailed system for course credits, the so-called European Credit Transfer System, has been introduced under the acronym ECTS.

Universities in Afghanistan offer courses for a duration of 4 years after secondary education, leading to a degree equivalent to a BA/BSc. They do not currently offer courses leading to a degree at the masters level or a research-based degree at the doctoral level.

Clearly, if Afghan universities are to reach and maintain the standards that are kept internationally, they must develop the capacity to engage in research in addition to their teaching activities – and also to engage their graduate students in this activity. Hence, Afghanistan would benefit from adopting a structure consistent with international standards so that the degrees awarded by the universities in Afghanistan will be considered comparable with those awarded by universities abroad. In the long term, this will require the adoption of a system essentially based on two main cycles: undergraduate and graduate. The first cycle studies would last for a period of 3 years after successful completion of secondary education. Access to the second cycle would require successful completion of the first cycle. The second cycle would lead to the masters degree as it does in many other countries. Only those who complete the second cycle would be permitted to pursue studies for research degrees at the doctoral level.

Afghanistan should start the development of its post-graduate training capacity by sending out good graduates from the BA/BSc courses to MA/MSc and PhD programmes abroad. Upon return, such graduates would teach in MA/MSc (and later Ph D) courses which have been created in their discipline.

The team recommends that:

- a 12+3+2+4 (or 12+4+1+4) system be introduced for higher education in Afghanistan: 12 years of secondary, plus 3 to 4 years of a first cycle of higher education, followed by 1 or 2 years of a second cycle, with the subsequent opportunity to pursue a research degree (4 years) leading to the PhD;
- the transition to this structure be phased in so that it will not affect students who are already enrolled in the universities;
- the implications for curriculum development in secondary education also be identified and implemented.

5.3 What should be the *system of credits* and *evaluation*?

The design of the courses offered and the structure of the study programmes depend on the way time is measured and distributed across different disciplines and curriculum areas. In some countries, academic programmes are structured by years and examinations are held at the end of the study year. In some other systems, a year is divided into two semesters and the courses offered are weighed in terms of credits. In the USA and other parts of the world, a credit hour system is followed. The University of Education in Afghanistan is in the process of introducing the credit point system.

A credit system has several advantages:

- It provides more flexibility;
- It provides comparability;
- It allows for transferability from one institution to another.

Generally, 1 credit/hr refers to one class meeting (50 minutes) per week. Hence, the average student load in the semester is 20 Cr/hrs (or 4 courses). The academic year is divided into 2 semesters, each semester comprising 16 weeks. On average, the bachelors degree requires 6 semesters. A student should generally enrol in 20 Cr/hrs per semester, which would allow him/her to finish the bachelors (minimum of 120 Cr/hrs) in 6 semesters. Although the minimum requirement for the bachelors is 120 Cr/hrs, the total of required Cr/hrs varies depending upon the specialization.

Evaluation of students is an important device of a higher education system and relates to both legitimacy of study success and certification of learning achievements. The current system of student assessment in Afghanistan is widely based on the reproduction of knowledge which has been delivered earlier in the lectures. Students tend to learn their lecture notes by heart, since they are not able to consult textbooks or manuals from the library. Students must also succeed in all parts of their study programmes; If they fail one course, they are currently obliged to repeat the whole year. In addition, it seems that evaluation methods are not very rigorous and that there is lack of transparency in both the process of evaluation and the criteria applied.

In most higher education systems, students are assessed on the basis of a mid-term and a final examination at the end of each semester : The system of continuous assessment of students is acknowledged as fairer and more conducive to learning. The minimum score to be obtained to pass any course is 60. Any score below 60 is failing. The passing scores are grouped in 4 categories:

A. 90 – 100
B. 80 – 89
C. 70 – 79
D. 60 – 69

The system uses the Grade Point Average (GPA) where the maximum is 4.0 (A) and the minimum is 1.0 (D). The GPA for each student is calculated at the end of each semester by dividing the grade received by the student for each course by the number of Cr/hrs for those courses.

The team recommends that:

- the credit hour system be introduced and related to the degree structure;
- the academic year be divided into two semesters in accordance with the Bologna process;
- student evaluation be based on grade point average (GPA);
- a system of continuous assessment for student evaluation be set up and rigorous standards of evaluation applied in student assessment.

5.4 What should be the requirements for certification?

In Afghanistan, there is a tradition of universities defining their own curricula, content of teaching programmes and evaluation methods. Currently, many of

those countries which used to convey the entire responsibility for defining content to the higher education institutions are now setting up National Qualifications Frameworks both in order to create more coherence in standards domestically and allow for international mobility. NQFs usually do not mention subject matter areas to be covered in a study programme but stipulate qualifications levels (commonly related to the degree structure) and the basic competencies which students should have acquired at the end of each level. Obviously, NQFs have important indirect consequences for the definition of both contents, delivery systems and examination methods, whether these are defined by national authorities or the institutions of higher education themselves. In addition, they serve as an important tool for quality control as they set references for minimum standards. While Afghanistan revises its structure of national qualifications, the implementation of such a national qualifications framework needs to be envisaged.

It was suggested above that introducing the qualifications structure of 12+3+2+4 (or 12+4+1+4) as suggested in the Bologna process would be beneficial. It must however be mentioned that many universities in Afghanistan are not currently in a position to award postgraduate degrees as they are not carrying out teaching at that level and the qualifications levels of the teachers do not meet the requirements for postgraduate teaching. However, every effort should be made to facilitate the transition and introduce graduate and post-graduate studies. For several years, it will be necessary to consolidate under-graduate studies but a limited number of advanced-level courses may be introduced in the initial stages to selected universities in which facilities and staff capacities are better.

Requirements for the **diploma**: A diploma will be granted after the successful completion of a minimum of 80 credit hours in four semesters. The minimum GPA in order to obtain the diploma is D.

Requirements for the **bachelors degree**: to be granted after the successful completion of a minimum of 120 credit hours in 6 semesters. The minimum GPA to obtain the bachelors degree is C.

Requirements for the **masters degree**: to be granted after the successful completion of a minimum of 80 credit hours after the bachelors, of which 20 credits are devoted to the masters thesis. The minimum GPA to obtain the masters degree is B.

Requirements for the **doctorate** (PhD): to be granted after the successful completion of a minimum of 80 credit hours after the masters. The successful defence of a doctoral research dissertation and a GPA of B are essential requirements for obtaining a doctorate.

The team recommends that:

- A national Qualifications Framework be developed to relate the degree structure to competencies to be acquired;
- the degree structure be equally related to the minimum requirements of GPA.

5.5 How should the contents of training programmes in Afghan higher education be revised?

It was suggested above that Afghan universities should remain responsible for the definition of the content of study programmes and that their *Senates* should approve study contents as well as the opening of new programmes. The reality of higher education in Afghanistan is that academics have frequently obtained their qualifications from abroad (in most instances in the Soviet Union) and have been cut off for several decades from international developments of all kinds. This means that their knowledge is most commonly outdated and that they are not able to develop study contents which correspond to international requirements.

Upgrading and modernizing the curricula of study programs is an imperative for the near future. This may be achieved through different, partially converging strategies. First, a national body for quality control, i.e. the Afghanistan Evaluation and Accreditation Agency (AEAA), could define minimum requirements for each study programme thereby providing a framework of reference for the revision and modernization of existing study programmes. Second, the upgrading of academic staff through their own participation in both local training and opportunities to engage in masters programmes could also have an immediate impact on the content of programmes. Third, collaborative efforts with foreign (neighbouring) universities, which were suggested as a strategy for staff development, would help to revise the currently outdated undergraduate curricula. Finally, establishing a *Curriculum and Text Materials Production Centre* which could make training and teaching materials available to students and staff and thus directly lead to an upgrading of the content of teaching programmes is

suggested. Conducted in a co-ordinated fashion, all these efforts can be expected to lead to the necessary revision of undergraduate study programmes.

In addition to the necessary revision of each study programme, it will be necessary to introduce some common elements to all study programmes. In particular, globalization and technological development have led to an implicit expectation that higher education should confer basic computer skills and proficiency in an international language, frequently English. There will also be need to offer some space for reflection on values and ethics in study programmes which could be conducted in a course named *Education for Pluralism*. Both should become an integral component of any study programme in Afghan higher education.

The team recommends that:

- minimum requirements of contents be established for each study programme;
- some generic competencies be required for all higher education programme, including English and computer literacy as well as *Education for Pluralism*.

5.6 How should necessary teaching materials be generated?

Books are highly valued in Afghan culture. However, as students have no textbooks class time is squandered by having to copy the teacher's notes off the board. This has effectively eliminated classroom discussion between students and between the students and the teacher. For courses in the natural sciences, recently developed Farsi books from Iran can be used – albeit with some politically oriented pages removed. In a few faculties (e.g. engineering at Herat), English language textbooks can be used. In some courses, it is necessary to have texts written in Dari or Pashto. It will also be necessary to encourage those Afghan academics who have translated books in the social sciences and who produce their own articles and books in Dari. These translated texts could be used to review and referee these articles and to gradually introduce them as teaching materials to students.

The Ministry would like to reconstitute the substantial printing plant where it once produced textbooks written by professors. The advisability of this approach requires examination. Most countries have moved away from having their own printing facility and instead use commercial printing. It is argued by some that there is no adequate printing industry in the country and that the lack of competition would lead to financial irregularities. Thus a modest university press is suggested to get textbook production started with the idea that the commercial sector (inside or outside Afghanistan) will eventually have a major role.

The team recommends that:

- training materials in the natural sciences and mathematics in languages students master be acquired from abroad;
- a translation programme of selected materials in the social sciences be developed (medium to short term);
- a Curriculum and Text Materials Production Centre be created for the preparation of teaching materials;
- a modest university press be created to print scientific documents relevant for teaching and textbooks with the idea that the commercial sector may eventually play a major role in the future.

5.7 How should a permanent system for quality control and accreditation be created?

The above-mentioned suggestions are necessary but not sufficient to ensure a durable improvement of quality of higher education. It is now widely acknowledged that the quality of higher education needs to be enhanced and sustained through ongoing concern with quality. The development of an accreditation system would allow both sustaining a concern with quality improvement while certifying the minimum levels of quality necessary for international mobility.

For a long time and particularly in systems operating in a top down fashion, as was the case in Afghanistan, the quality-management function used to reside mainly with the Ministry which would operate it through so-called input steering (i.e. defining in detail the inputs that should go to higher education) and bureaucratic procedures which had to be followed to the letter. In Afghanistan, as in many other countries, this has led to inertia and the stifling of initiative as well as an incapacity to respond quickly to local needs and opportunities.

More recently, many countries have moved towards an administrative framework which leaves more

autonomy to the institutions, particularly with regard to academic processes such as the definition of study contents and examination methods. In order to make quality management at the national level compatible with a perceived need for more institutional self-governance as well as to respond to international processes of convergence in practices, the development of both a licensing procedure of new private providers and an accreditation mechanism is currently perceived as a more legitimate and effective process to perform the quality management function at the national level.

Given the need for the expansion of higher education to respond to both the growing social demand and the needs of university graduates, Afghanistan may want to regulate private national providers of higher education. For the sake of protecting students and their families from fraudulent or low quality higher education, it will be necessary for the MoHE to establish the basic conditions under which private higher education institutions should be allowed to open and to function.

The Ministry will need to rely on the judgment of a professional body that has the technical capacity to assess the presumed quality of future institutions. It is thus advisable to establish a technical body to provide substantive advice on the minimum conditions under which a new provider may be entitled to start operating in the country, while retaining the decision-making capacity in particular for decisions over licensing. In many countries, the task of making a professional judgment related to licensing is allocated to a National Accreditation Agency while the MoHE will make the final decisions on its recommendations. For Afghanistan, there should be an Afghanistan Evaluation and Accreditation Agency *(AEAA)*.

Accreditation may either focus on the academic programmes or on the institutions as a whole. In most countries, accreditation processes start with one type of focus but quickly evolve to encompass the other type. In Afghanistan, the main problem of quality resides at the level of academic programmes. It is therefore advisable to set up an accreditation which focuses on programmes. Provisions may, however, be made to accredit those institutions which encompass a number of accredited programmes.

Accreditation may either be voluntary or compulsory. It can be a voluntary process in countries where there are other mechanisms in place to ensure minimum quality standards. This is currently not the case in Afghanistan and the suggestion would thus be to make accreditation a requirement for each programme of education in higher education. For organizational reasons, it will however be necessary to first set the requirements for each academic programme (if possible in conjunction with the stipulations in the national qualifications framework) and then organize the process of accreditation according to an agreed schedule.

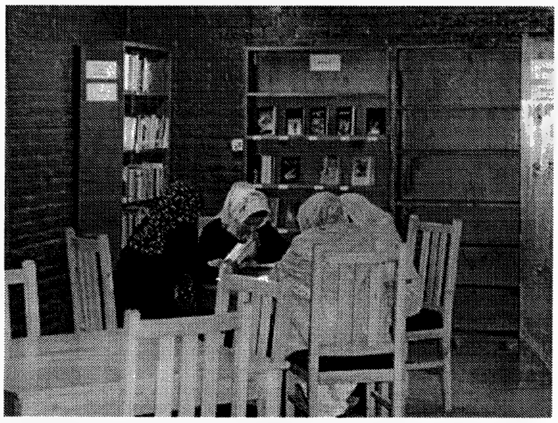
It has become an international norm to organize accreditation in several steps. The first is the so-called 'self-study' when the academics of a department conduct an internal introspection and prepare a self-evaluation report, most commonly on the basis of some guidelines. This phase is followed by an external evaluation (site visit) to be conducted by a peer team which comprises highly reputed academics (nationals and foreigners) from the discipline or programme area under study. Detailed procedures and criteria will have to be developed by the *Afghanistan Evaluation and Accreditation Agency* (AEAA). One format to be followed can be found in Appendix 3.

The institutional affiliation of the AEAA is also a crucial choice to be made by the MoHE. An accreditation body may be directly part of the MoHE (in which case it is often perceived as a control and inspection mechanism). It may be placed under the collective of the higher education institutions (in which case it lacks the credibility of an independent body) or it may be set up as para-statal, placed under a higher education buffer body but equipped with administrative independence from the Ministry. The latter solution appears the most promising as the Agency requires both administrative independence and a tight connection with the public authority for higher education.

The team recommends that:

- an *Afghanistan Evaluation and Accreditation Agency* (AEAA) be set up to cover both the public and private system of Afghan higher education;
- a licensing procedure be laid down in the Law on Higher Education stipulating the same minimum quality requirements for both public and private providers of higher education. The Ministry should have the final authority to decide on the licensing of any provider in consultation with the AEAA;
- the license to operate be limited in time and complemented by a compulsory and periodic accreditation procedure for academic programmes and performed by the AEAA;

- the AEAA be set up as a para-statal entity to make professional judgments with administrative autonomy from the Ministry;
- the AEAA be directly placed under the authority of the Council on Higher Education which should appoint the members of the AEAA and regulate its operations;
- the AEAA make recommendations related to the accreditation of all higher education programmes, while the MoHE will make the final decision on accreditation;
- the AEAA include international experts both as members and as part of the visiting committees.



English resource centre, Kabul Univeristy

5.8 What should be the criteria for the licensing of foreign providers?

A special however important issue is the licensing of foreign post-secondary institutions located in Afghanistan. All foreign educational institutions must be formally licensed by the MoHE (on the basis of the professional advice provided by the AEAA) in the same way as national private providers. This can be achieved following two types of process:

1. the Accreditation Agency at the MoHE prepares a list of criteria (a checklist) which the foreign institution must fulfil; and/or
2. the MoHE automatically accepts the list of institutions recognized by (i) IAU (International Association of Universities); (ii) UNESCO (for international universities); (iii) AAU (Association of Arab Universities); (iv) AMIDEAST (for US universities); and the British Council (for British universities).

It is recommended that the formal decision relating to the licensing of a foreign provider be taken by the MoHE and communicated in writing (under the Minister's signature) to the respective university. These lists of accredited institutions should be made available by the MoHE to potential students, their parents and faculty members.

Any foreign post-secondary educational institution (university or college) that seeks to be licensed by the MoHE should provide the minimum set of information appearing hereafter:

- Name and address of institution
- Year of establishment
- Licensed and accredited in mother country, by which agencies?
- Recognized by other countries or external agencies
- Relations of academic exchange with other institutions
- Type of institution: governmental, private (not for profit), private (for profit)
- Source (s) of financing
- Admission requirements
- Language of instruction
- Academic organization
- Administrative organization
- Number of students
- Their composition in terms of gender and geographical origin
- Source of students
- Student fees
- Availability of student dorms
- Availability of student services (counselling, etc.)
- Educational facilities (libraries, workshops, computer labs, etc.)
- Number of faculty members, with their academic degrees and ranks
- Number of academic/training programmes offered by level (undergrad/grad)
- Academic degrees granted
- Degrees and ranks of faculty members who teach graduate programmes

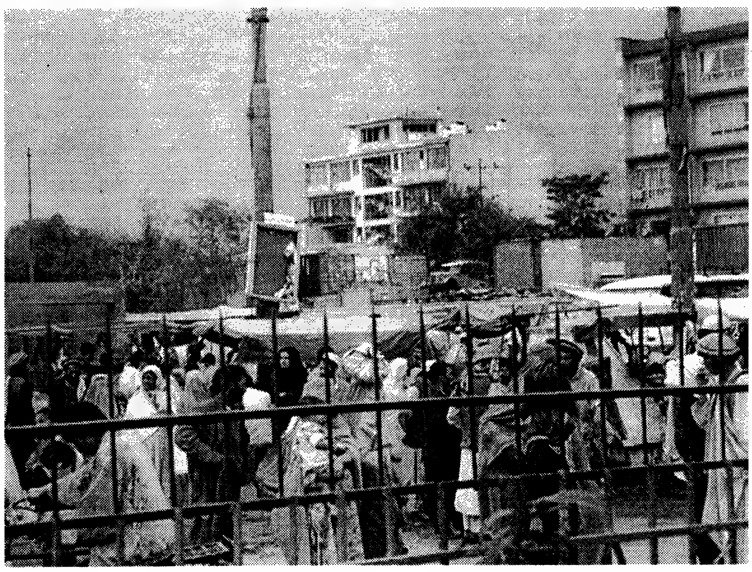
The team recommends that:

- the *Afghanistan Evaluation and Accreditation Agency* develop criteria and procedures for the licensing of foreign providers in alignment with the categories mentioned above.

Foreword:
The challenge

Over the last few decades, the people of Afghanistan has suffered great losses in death and damage. Harm has not only been inflicted on persons, communities, communications, institutions and land. An equal and perhaps greater damage is due to the development that has *not* taken place – the communities that have stagnated, the children that were not educated, the land that was not tilled, the construction that did not take place. An enormous cost has been inflicted by opportunities lost and chances missed. Like the physical destruction, this opportunity cost is not evenly distributed, but has affected different groups and regions with unequal severity.

However, the Afghan people has shown enormous resilience – a great capacity to spring back after the devastation, stress and misfortune caused by multiple conflicts. The people have proved able to withstand privation, tackle hardship, live on little, show thrift – and yet at the same time demonstrate initiative and entrepreneurial spirit. The Afghan people is both highly talented and highly motivated.

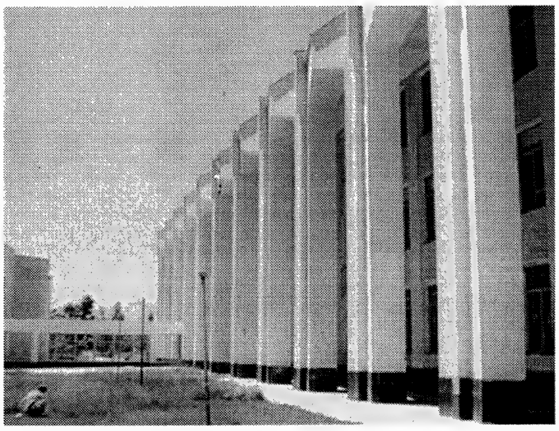


The people and talent are there to rebuild the country

The task of education is to turn that talent into competence so that the welfare of the people can be enhanced within a time span close enough to sustain hope and motivation. For Afghanistan, nation-building is a question of competence-building. Building individual skills and knowledge is a prerequisite for building well functioning institutions. As so much has been lost, it is also important to rebuild capacity fast.

The competence provided by basic education is not the only one needed. University and college graduates provide the personnel that run and operate the key institutions of society – the civil service, corporations and organizations. Doctors must be trained to improve health, engineers are required to build bridges, philologists are necessary to provide the skills called for in interchange with other peoples. Institutions of higher education also train most teachers – hence higher education is an integral part of providing education for all. If Afghanistan is to re-establish its position in the family of nations, higher education is a *sine qua non*.

Chapter 6
What physical resources are needed?



Old building put to good use
University of Education, Kabul

In Afghanistan, the need for space is so acute that there is a temptation to develop academic programmes to suit the best available space. Such a mistake must be avoided and the current crisis transformed into an opportunity. With so many facilities reduced to minimal functional levels, the country has an opportunity to think boldly and to dramatically reshape the built environment to suit new educational needs.

However, physical facilities are expensive and Afghanistan is unable to pay for a massive rebuilding programme. Nor are the donors ready to put large sums into unproven or unsubstantiated programmes. For these reasons, prudent thinking is required in order to strike a balance between heavy investment in planning and renovation of existing buildings and highly focused investment in only the most urgently needed new constructions.

The use of appropriate standards for construction and transformation is an issue that requires particular attention.

6.1 What standards can be set?

Physical facilities for higher education in Afghanistan generally follow the standards historically set by foreign entities (e.g. Kabul University is very American in its appearance and the Polytechnic is very Soviet).

One of the few advantages to be derived from this current diversity in approach is that Afghanistan has a chance to develop its own standards in response to its unique situation. This should lead to more suitable spaces and will also substantially increase the cost-effectiveness of the use of physical facilities.

In drawing up such standards, certain policy issues will have to be addressed:

- What can Afghanistan's economy afford at this time?
- How are the new facilities to be maintained?
- How can regional institutions be made more self-reliant?

The outcome should be flexible standards which are initially very stringent in cost terms but can be made more generous as national resources for higher education increase.

Current practice in Afghanistan is to ask each faculty what spaces it wants and the maximum number of persons each room will serve. These requests are then compiled into a schedule of accommodations and communicated to the architect. The architect decides on the final size and shape of each room and the services provided to it.

This approach is no longer used in most other countries as it leads to building unnecessary spaces, overlooks the issue of optimum space utilization and encourages designers to make large rooms and excessive corridors and service areas.

The team recommends that:

- a national system of standards be established in line with *Appendix 4*.

6.2 What land is available and how can it be managed?

Afghanistan has a tradition of setting aside large plots of land for institutional ownership. Kabul University, Kabul Polytechnic, the University of Education and Herat University all have substantial sites of between 50 and 200 hectares located at the edge of the city. For any modern university, land availability is crucial to its future. Universities rarely shrink in size and they almost always tend to grow. While the land area needed for academic buildings can be kept fairly small by using

high density planning and multi-storied structures, functions such as research, dormitories, dining, sport and vehicle parking consume large amounts of land and are expensive and difficult to compress. European and American universities commonly set maximum numbers for enrolment before insisting on decentralization to other institutions.

To accommodate this situation, any new university should start with a substantial piece of land that will accommodate all academic functions for the next 50 if not 100 years. This will easily require a plot of 50 to 100 hectares. Some functions such as dormitories, sport, research and vehicle parking can be moved to separate, but nearby, plots of land, provided linking transport is foreseen.

A major problem with making such extensive land purchases well in advance of need is that unused land is easily occupied illegally for housing or agriculture use. Traditional boundary walls are not an effective deterrent and may even facilitate illegal use of the land by shielding it from view. Hired guards are also not a suitable guarantee against trespassers and squatters. The challenge, then, is to find a way to occupy the land while keeping it available for future use by the university. In the United States, many universities lease such land for agriculture, research or even clean industrial use. This not only keeps people from illegally occupying the land but has the added advantage of generating income.

The team recommends that:

- the State remains the owner of the land for institutions of higher education but that within the legal framework of higher education institutions be allowed to lease idle land for agricultural or industrial uses.

6.3 What is the state of the physical plant and what is needed?

6.3.1 Buildings

As regards *buildings,* Afghan higher education institutions fall into two categories: those with substantial physical plant and those in temporary premises. The four major institutions in Kabul (Kabul University, Kabul Institute of Medicine, Kabul Polytechnic and University of Education) have a substantial number of buildings. The great majority of these buildings are sound structures well suited for their purpose. Not all rooms are functional but they suffer more from neglect than from war damage.

Unfortunately, no accurate database of space at the institutions exists. The Asian Development Bank project is currently putting together some data on physical facilities. While the person who schedules classes in each faculty is able to provide a list of spaces used for teaching and the hours they are in use, there is no systematic record of total space available. Following Soviet procedures, classrooms are used in the mornings for theoretical classes and the laboratories are used for practical work in the afternoon. In practice, due to the lack of functioning laboratories, toilets and meal service for non-residential students, virtually all spaces are unused after 1 p.m.

Another factor that leads to low space utilization is the compartmentalization between faculties; This means that teaching spaces are rarely shared between faculties. In addition, using double-shift systems would allow for considerably enhanced use of existing facilities before decisions are made to construct new buildings.

6.3.2 Classrooms

The *classroom* situation is the least problematic and the institutions have shown great resourcefulness in restoring a basic environment for giving class lectures. Chalkboards are in place and old furniture has been restored. Where classrooms are in short supply, other spaces have been converted to classroom use.

6.3.3 Auditoriums

Auditoriums are run down from over-use and under-maintenance. While these facilities appear structurally sound, it is not clear how many of these expensive spaces are justified by instructional or other utilization. Most of these large spaces will need to be completely remodelled. This will be far more costly than classroom renovation.

6.3.4 Libraries

Until the late 1980s, Afghan institutions generally had well stocked libraries including both faculty and central libraries. The spaces remain intact and the shelves are generously stocked with books. Unfortunately, these materials are out of date or written in languages (Russian and English) understood by few of the students – or even few of the current faculty. The last

15 years have seen a dramatic change in higher education as a consequence of the use of computers but this is not yet largely reflected in Afghanistan. Refurbishment of library spaces, including introducing modern electronic and information technology, could be easily accomplished. The few 'cyber-cafés' and computer laboratories that have been created by donors in the last 2 years are much in demand and provide a good example of how existing spaces can be transformed into modern learning facilities at modest cost.

6.3.5 Laboratories and workshops

The absence of running water and functioning drainage has effectively rendered all laboratories useless for experiments. These rooms are very often used as general classrooms. Heavy equipment laboratories in the Polytechnic have been largely abandoned for academic use and instead are used to store unused equipment and broken furniture. Restoring the laboratories to working conditions will be expensive and time consuming. There may well be cases in which it would be preferable to convert existing laboratories for other uses (classrooms, offices) and build new modern facilities as called for under a new, needs-based curriculum. This would have the advantage of discouraging the temptation to rebuild the old facilities.

It appears that the institutions had workshops in the past. In some cases even the old maintenance staff is still available. Unfortunately, some of these buildings have been the targets of violent attacks and still need to be rebuilt.

6.3.6 Clinics, hospitals for training

The Kabul Medical Institute once had a hospital associated with it. A French project for constructing a children's hospital linked to the Institute is being implemented. A private medical university is also being set up with help from the Gulf region.

6.3.7 Kitchens, cafeterias

Kitchens for both resident and non-resident students are dilapidated, ill equipped and unsanitary.

6.3.8 Support (heating, electricity, water, sewerage system)

As Afghanistan is a country with a highly variable climate, buildings need heating to be useable in winter and fans or cooling devices to be useable during summer months. Currently, the academic year is defined according to comfort (closure is from 21 December to 21 March in high altitude locations). During the 1980s, when natural gas was available, massive central heating plants were built at the major institutions. As gas is no longer available and the heating plants have fallen into disrepair, there is no heating at the institutions at this time. Laboratories and workshops are therefore unusable.

Electricity is available, with much of it coming from central sources with emergency back up from generators that serve individual buildings. The prospect of reopening the gas lines and renovating the massive heating plants is remote at present. In the meantime, more local solutions should be pursued such as exploiting solar energy sources.

Central support facilities (workshops, heating, electricity) will require an investment in basic machines for woodworking, metal work, electricity and painting so that each institution will be in a position to refurbish a good deal of its existing spaces.

Sanitation is in a deplorable state. The few functioning indoor toilets are frequently locked. Outdoor toilets are fouled. Campus grounds are used as informal toilets. Indoor running water is rare although emergency action has created some outdoor running water. It remains to be seen how these installations will survive freezing weather. Drainage systems are plugged or abandoned although again some emergency action has been taken to get these functioning.

6.3.9 Office buildings

In the past, central administration and deans' offices have been well provided with space. Typically these are large rooms with expensive furnishings. The staff are typically grouped by department and given one large space in which to meet, talk and prepare their classes. These large spaces are not conducive to the individual work that is necessary for class preparation and research nor are they furnished in a way to encourage efficient staff meetings.

The team recommends that:

- top priority be given to rehabilitate sanitation: water supply, sewage system, and toilets;
- laboratories, offices and classrooms be rehabilitated or built to correspond to the new need-based curriculum;

- construction of the database on plant management initiated by the Asian Development Bank be expanded to include additional data on room condition and room use including dormitories, staff housing and other non-teaching space in order to become an integral part of the Higher Education Management Information System;
- rooms, auditoriums etc. that can be used by several faculties or institutes be centrally managed to increase space utilization;
- longer teaching schedules be established to increase utilization of space;
- a system of double-shifts be considered;
- classrooms and library spaces be refurbished and the latter be equipped with electronic and information technology;
- auditoriums be remodelled with flexible partitions to increase utilization;
- alliance be established with the private medical university for internship training of the medical students;
- kitchens be furnished with equipment that is easily serviced and maintainable to acceptable sanitary standards;
- investment be made in central support facilities (workshops, heating, electricity, including the installation of stand-by generators) so that each institution can refurbish a good deal of its existing spaces in accordance with performance specifications and compatibility requirements set by the Ministry of Higher Education;
- the size of spaces given to the heads of institutions and deans of faculties be reduced to increase space for staff rooms divided into smaller spaces and improved with basic redecoration. Room sizes should follow norms set by the Ministry.

6.4 What is the state of equipment and what is needed?



Locally produced tables
Ghazi School, Kabul

Old furniture is currently being used in most institutions. Much of this furniture was produced by Afghanistan's artisan metalwork industry. While not as sophisticated as furniture from more industrialized countries, this furniture is very durable and, in general, ergonomically correct. It has an added advantage that the local metal and woodworkers are able to clean it, paint it and replace the missing wooden seats. The Polytechnic is actively repairing its old furniture. Private industry is manufacturing new furniture for Kabul schools. Furniture repair and manufacture should be provided locally. Offices can and should be furnished with locally made furniture.

Equipment is a different story. Virtually all equipment of value has been looted and sold (the engineering faculty at Heart is a startling exception). Most of what remains (and is proudly protected by the lab assistants) takes up valuable storage space but has little or no use. Old equipment needs to be repaired (this could represent less than 10 per cent of the total) or scrapped. A vast programme of equipment importation needs to be foreseen as the universities adopt modern educational programmes.

6.4.1 Libraries

Most institutions have a central library and many faculties have their own specialized libraries. These are almost always open and attended to by staff (often young females) who ensure that books do not leave the libraries without authorization. However, these staff have no training in cataloguing of books and current

card catalogues are incomplete. As the students and teaching staff read Dari or Pashto, they can understand much of what is printed in Farsi. Some teaching staff can read foreign languages and thus make use of reference material in English or Russian. English is the accepted international language. Library shelving and card catalogues exist in varying conditions but are archaic. Reading tables and chairs are generally available but not the carrels and book lockers needed for independent study and research. Libraries have also changed dramatically in the last 20 years. In modern libraries, materials are catalogued on a computer data base, institutions link their catalogues electronically to facilitate inter-library loans and 'cyber-café' spaces enable users to search information from the World Wide Web. While such changes may seem like a quantum leap from what now exists in Afghanistan, they can actually be achieved at relatively low cost.

New furniture is needed throughout the libraries. Much of this can be nationally produced if it is correctly designed and if MoHE can guarantee quality control. A substantial number of computers will be needed both for cataloguing and for 'cyber-cafés'.

6.4.2 Archives, collections and museums

Archives, collections and museums have no special building requirements but do require special equipment. Hermetically sealed display cases will need to be imported. A selected number of rooms will need to be air-conditioned to a high standard to protect documents and other fragile materials. While it is costly to preserve such items, it is assumed that the universities have a limited amount of items in this category other than their own administrative records.

6.4.3. Laboratories

Re-provision of laboratories solely according to individual professor requests risks bringing in incompatible equipment from many countries and unequal provision to different institutions. Rationalized equipment lists will need to be developed to allow priorities to be established. In recent years, these laboratory facilities have gone high-tech in equipment. This makes the prerequisite equipment very expensive to obtain and maintain. Even the furniture suitable for curved and tiered seating may require technology that is not available in Afghanistan. As with all physical components, some rationalization of the equipment lists will lead to lower costs, better maintenance and component interchangeability.

6.4.4 Classrooms equipment

In Afghan classrooms, the blackboard is an essential teaching tool used for writing down paragraphs from textbooks that are in turn copied by the students. The introduction of printed texts should bring back the concept of the teachers presenting challenging ideas to provoke class discussion. When that begins to happen teachers will need to be prepared to use overhead projectors and computer projectors

6.4.5 Computer centres

Computer centres are a popular item for donors as they are relatively low in cost and have a dramatic impact. These centres require the cleaning and painting of existing rooms and provision of electricity, air conditioning and an Internet connection as well as qualified personnel for maintenance and service. It will be necessary to train such staff before and during the acquisition of the equipment. Those centres that are regularly monitored by the donors seem to work well. Those that are not monitored will soon become inoperable – representing a waste of precious donor resources.

The team recommends that:

- standards be set to ensure that furniture is produced locally, preferably in the private sector, and that it meets basic standards based on guidelines provided by the Ministry for comfort, durability and cost;
- rationalized equipment lists for laboratories be developed to allow priorities to be established at the institutional level;
- library staff be trained in cataloguing and computerized information systems and new books in Dari, Pashto and English be obtained;
- a selected number of rooms for archives, collections and museums be air-conditioned to a high standard to protect documents and other fragile materials;
- a study be carried out to determine where computer centres and internet cafés already exist and where more are needed.

6.5 What is the state of student housing and what is needed?

Students who live more than 25 kilometres from the university have the right to boarding facilities. This includes lodging and meals. In the current environment in Afghanistan, these are very important privileges students wish to take advantage of. The consequence is that MoHE spends more money maintaining boarding students than it does in paying faculty salaries.

For people from the provinces, in particular the southern region, housing and availability of dormitories has a direct effect on admissions and on participation. Students from provinces without Institutions of Higher Education are dependent on the provision of housing. The southern part of Afghanistan has only one university, Khandahar University, with 474 students, all men. It is a given that access of education for women from the south is very limited.

The lack of suitable boarding facilities constrains female enrolments. Moving away from home is particularly difficult for a young woman in Afghanistan. However, this imbalance in the location of universities will not only affect women. To be able to enrol, students from deprived regions must be given support allowing them to go to other regions to study before Institutions of Higher Education are more equally spread in Afghanistan.

Where dormitories are provided, they tend to be in giant structures that are totally lacking in human scale. Typically, residential rooms accommodate twice the number of students they were designed for and indoor plumbing functions only in rare cases.

While the rooms are fairly orderly, students take no responsibility for communal spaces, neither indoors nor out. There is an urgent need to redefine the question of boarding. A new policy will put a greater financial burden on the students but at the same time substantially increase boarding facilities for women, both in Kabul and in the regional universities. A new design by the Asian Development Bank suggests small rooms that accommodate four students in double bunk beds. This approach should be further developed.

Student services continue to be based on former Soviet patterns. Meals are free – but sometimes produced in kitchens that are unsanitary. Facilities for student activities seem to be provided mainly at dormitories. As the timetable keeps virtually all students in class for 5 hours (after which the great majority leave the campus), there is little need to provide facilities for independent study or activities during the morning.

If community service is to become one of the functions of the universities, spaces should be provided where the students can organize their contributions to communities (e.g. literacy classes, training in sanitation or food production etc.). Food preparation areas need to be improved or replaced. Small, decentralized dining spaces where the students pay for their meals should be introduced on all campuses. Facilities (as well as staff, equipment, etc.) will need to be provided for student health services.

The team recommends that:

- those institutions that are committed to a process of modernizing their education programmes through revitalizing existing equipment and discarding unusable equipment should be declared eligible for external assistance;
- the policy of massive dormitories with several thousand students be replaced by a policy of building smaller units and transforming existing dormitories into smaller units;
- once essential living facilities have been provided, facilities for community services such as training in sanitation, health, food preparation and cultural activities be provided.

6.6 What meeting, sports and recreation facilities are needed?



Students between lectures, Kabul University campus

There is a need for athletic and recreation facilities for students as well as space for student organizations to

meet. Sports fields were provided in the past but due to lack of water and caretaker services have degenerated into dust bowls where privately-owned footballs are kicked about. In one dormitory at Kabul University, a recently restored student recreation centre sits unused (except for private fee-paying tutoring in English), presumably because it is now too precious to actually be used. Student government has not shown interest in mobilizing students to improve their own lives. Any investments in this area should be conceived as a joint venture between the students and the donor but on the condition that the students take the first initiative.

A shift to a modern curriculum and the adoption of a full day for classes will create the need for additional student facilities. These should include study areas, recreation rooms, student clubs for pursuing special interests, shops and dining.

The team recommends that:

- once the instructional structure has been reorganized, student facilities for recreation, student clubs and sports be added and investments made in these areas as a joint venture between the students and the donor on the condition that the students take the first initiative;
- facilities be made available to students to form and meet as organizations.

6.7 What building programmes need to be envisioned?

Afghan higher education faces a context of immense need and very limited resources. Priorities need to be established and acted upon. In general, as was emphasized above, the highest priority should be given to getting maximum use out of existing physical facilities and to rigorous detailed planning for future development. New construction should be limited to a very few situations in which it represents the only way to implement new higher education policy. This will include dormitories for women and core buildings for regional universities (such as central administration, classroom buildings and laboratories) as mentioned below.

In an attempt to break the virtual monopoly that Kabul has had on higher education, the country has been pursuing a policy of creating regional universities in Herat, Balkh, Kandahar, Khost and Nangarhar. Kandahar has its own campus and Herat is in the process of building its own facilities. The other campuses, along with an assortment of pedagogical institutions for teacher training, are in rented or borrowed facilities. The result is that they are overcrowded and have to make do with inappropriate spaces. These institutions deserve to be expanded and the building of new facilities would be merited.

The near heroic effort of Herat to build a new campus with its own resources serves as a baseline for the decentralization effort. It also underlines the urgency of developing standards (see *Appendix 4*) and an improved methodology for preparing architects' briefs (see *Appendix 5*). The general approach should be one of obtaining generous tracts of land to allow for institutional growth over the next half century; developing a phased construction programme that does not overtax the construction industry and thereby force prices up and quality down; applying stringent space standards (including high room utilization) that will ensure that money is not wasted by overbuilding; planning rigorously to ensure that new facilities meet the real needs of institution; and constructing durable buildings with flexible spaces that can be converted to other uses over time in order to accommodate institutional changes over the next century.

The Ministry is developing an Evaluation, Measurement and Testing Centre in order to improve the selection of students. The institution will have a number of staff and needs to be located in such a way that it can retain its autonomy and ensure security of the materials. It should be located in a separate building or in a wing of the Ministry with controlled access. The sketch of the space has already been prepared by the Asian Development Bank (ADB).

The modernization of higher education in Afghanistan will inevitably mean the introduction of research as one of the activities of the universities. Provision of research space could become a priority over the next decade.

The team recommends that:

- an accurate database encompassing a list of all buildings and rooms in each institution, indicating their physical condition and intensity of current use, be prepared for future physical planning;
- an architect's brief be provided for the construction of new facilities in accordance with new guidelines (see *Appendix 5*);

the Regional University of Herat currently under construction with regional funds give priority to the engineering faculty and be provided with teaching equipment;

preference for the creation of new higher education institutions be given to the southern regions of Afghanistan.

that each province set up a community college.

6.8 How can a system for management and procurement be set up?

Given the scarcity of resources, improved management of physical facilities is an urgent task. In each higher education institution, a planning unit should be established under the President or Vice-President for development. This body should be responsible for academic planning in conjunction with the physical plant in order to ensure that programmes are not begun without the necessary infrastructure being available and conversely that physical plant is developed in response to institutional needs. The planning unit's responsibilities would include maintaining statistics on institutional development. The units would provide information to the planning body of the Ministry of Higher Education (MoHE) which would carry out a coordinating role as regards which faculties will be developed in which institutions, setting enrolment targets and developing national physical facilities standards and overseeing their application.

Procurement of furniture and equipment should be separate from the planning functions. Furniture, like many items that can be obtained locally, should be procured at the institutional level following standards set at the MoHE planning office and confirmed with post-facto audits. Sophisticated equipment, on the other hand, will have to be obtained centrally to ensure lowest prices, compatibility of equipment and provision of spare parts. A unit that has easy access to each of the institutions and is responsive to their needs can do this.

The team recommends that:

a Planning Unit for physical facilities be established at each institution under the authority of the President or the Vice President for Development;

a Unit for procurement of locally available furniture and equipment be set up at each institution;

a Central Unit with easy access to each institution be set up at the MoHE for advanced equipment in order to ensure lowest prices, compatibility and provision of spare parts.

6.9 How could a maintenance system be set up?

The very substantial set of higher education buildings that exist (particularly in Kabul) deserve to be clean and well maintained. If they are to best serve educational activities a 'culture of maintenance' needs to be engendered. This should include students, cleaning and maintenance personnel and top administrators.

Maintaining buildings, furniture and equipment needs to be dealt with separately. Each institution should have its own buildings and grounds group that includes skilled workers and caretakers. It should also be organized to outsource any major repair work through competitive bidding. One of the major challenges will be to prepare a qualified and motivated corps of maintenance staff. Currently these units are grossly overstaffed, yet there is minimal evidence that they do even basic cleaning. Maintaining furniture is more specialized than building maintenance and is therefore more suitably done by in-house personnel. This can be a part of the buildings and grounds team that does painting and minor building repairs including carpentry and metal work.



University kitchen in need of upgrading
Male dormitory, Kabul University

Equipment servicing will have to take place both at the institutional level (for simple equipment) and central level (for more sophisticated items). In the case of Afghanistan, this will involve carrying out some simple repairs nationally and, more importantly, contacting the suppliers and determining where the equipment should be sent for repair by authorized agencies. Thus, it will be staffed with clerks as well as some technical personnel. This service will have to be

located in MoHE and should be a subsidiary of the body that does equipment procurement.

The team recommends that:

- each institution have its own buildings and grounds group that includes skilled workers and caretakers;
- an 'Operation Bootstraps' project be launched at each institution mobilizing existing maintenance staff and using the funds already received from the World Bank to clean up (including removing war debris and demolishing severely damaged buildings) and fix up, to demonstrate institutional pride and self-reliance and student willingness to participate in improving their own environment;
- a Unit for equipment servicing staffed with some clerks and technical personnel be set up at each institution for simple equipment and at the Ministry for sophisticated items as a subsidiary of the Procurement Unit mentioned above.

6.10 What are the training needs for the management of buildings and equipment?

The training needs for managing physical facilities can be identified at different levels: at the level of the institution, of the project, of space management and for maintenance.

The team recommends that:

- training of the staff of the Planning Department of the Ministry be organized to set standards, monitor them and evaluate performance in order to run the system of institutional planning effectively;
- training be organized for the staff of the Planning Department of the MoHE for project management with such contents as budgeting, programme evaluation and review technique (PERT), competitive bidding, accounting ethics, quality control and hand-over procedures;
- training be organized for the planning and management staff of each institution on space allocation and use at each institutional, faculty and departmental level;
- all maintenance personnel be trained in work organization, quality control and productivity;
- faculty be trained in the use of computers and in the new technology to be set up in the teaching / learning process;
- all administrative staff be trained in the use of computers needed to perform their tasks.

There is already a great shortage of highly skilled people in Afghanistan. Unless higher education is expanded, it will be even greater in the future. Over the next few decades, working life in all countries will pass through great changes as all activities and forms of production will be based on new knowledge from research, whether this is in farming, communication or medicine. New knowledge will generate new occupations and change the content of old ones. Research results increasingly provide the critical input for innovations in all fields of human endeavour and hence for all productive activities, from agriculture to electronics. Modern economies are knowledge economies.

This knowledge must be appropriated and disseminated if Afghanistan is to develop in line with other countries. Improving welfare depends on the domestic capacity to apply and gain knowledge. There is a close connection between growth in knowledge and economic growth – how close it is depends on how the education system is organized. The areas in which new knowledge is most effectively applied are also often the ones in which employment is growing most rapidly.

However it is not only the nation's future that depends on education in general and higher education in particular. Preservation of the nation's legacy, the heritage and history that is an integral part of forging a national identity as well as the rich diversity in culture and languages, also requires that education play a strong role. Indeed, universities and colleges are the most important custodians of the past and its achievements.

None of these goals can be achieved if higher education is restricted to a privileged few. Expansion is needed and the expansion must be equitable if the talents of the Afghan people are to be tapped into. It is necessary for broad applications of knowledge and for reaching all groups.

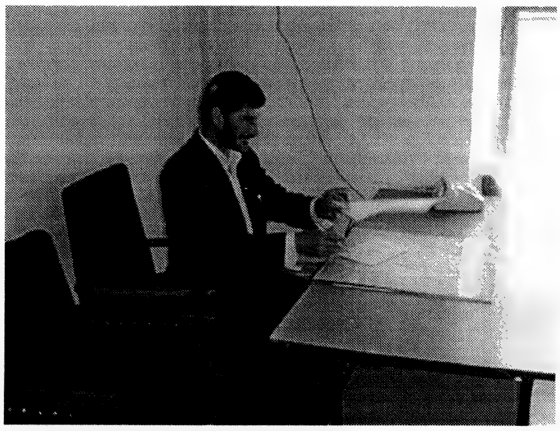
The overriding challenge for Afghan higher education policy is thus that the country does not now use to the extent possible the talents of its people. The results reached are not on par with the capacities that can be developed. This is not just a question of heightening the attainments of those undertaking higher education, but about better developing the abilities of all.

This recognition is the critical starting point for change – for reforms that can be pursued with commitment and knowledge. However, this stark realism contains an optimistic message: The Afghan education system is one that has strengths and can be vastly improved with appropriate planning, investment and management. With enthusiasm, efforts and reforms, it is possible to implement the needed comprehensive changes that will result in an all-embracing heightening of quality. What is within reach.

Heightening of physical and instructional quality can occur simultaneously with providing education for all, independent of gender or ethnic, social, geographic or cultural background. Indeed, more equitable access to education is a prerequisite to obtaining sufficient skills from the talents of the Afghan people.

Education, inquiry and research are expressions of the innate human drive to gain knowledge about oneself and the human condition, about its own nature and the nature surrounding it. Humans are created with the motivation and the capability to seek both new understanding and to interpret the heritage from the past. Hence higher education has a double purpose: to advance knowledge and to transmit learning. This is also in line with the classical goals for education: that humans make full use of their gifts to enhance wisdom and use their faculties to enrich culture and make a world more just for all.

Chapter 7
How should the management and finance of higher education be reformed?



Managers working with scarc resources
Personnel Department, MoE

Any country under reconstruction faces enormous managerial and financial problems. Afghanistan has not only been devastated by civil wars but has also suffered from significant changes in the psychology of its citizens who have had to adapt to significantly different ideologies among the warring factions over time. In the near future, those who run the institutions will not only have to deal with a political and institutional environment in flux, but also handle a host of international agencies who generally do not act in concert. Even in the best of times, under stable conditions and however excellent the facilities, the quality of teaching staff and students and other inputs to the system, lack of efficient management personnel and arrangements can weaken and even destroy the entire higher education system very rapidly.

However, the higher education system of Afghanistan, in spite of enormous difficulties, has been able to face some of the managerial challenges. A survey conducted in thirteen institutions of higher education in Afghanistan shows a range of changes that have been introduced to make the system operational. While the Ministry of Higher Education, Kabul University, Herat University and Balkh University stand out in this respect, other institutions have also been active. These changes include increased access in general and to women in particular (from nil to 19 per cent in ten months); limited rebuilding and rehabilitation of facilities of varying degrees; introduction of a national entrance examination; return of staff removed by the Taliban; attempt to introduce credit system; some staff development programmes; and generation of income in kind.

Nevertheless, the daunting task Afghanistan faces is to establish new routines and train personnel for tasks in a very complex environment that is constantly shifting.

This chapter therefore focuses on the managerial aspects of higher education and endeavours to identify the problems and opportunities for tackling these by redesigning the routines and reinforcing the skills of the management and support staff. It will also address issues related to government and external financing. Specifically, it will review: the current status of this financing, the costs of higher education, the Afghan budget allocation mechanism and the monitoring and control structure. In the end, the discussion will return to the need for and feasibility of charging tuition fees to mobilize the additional resources needed for Afghanistan to make the progress needed for social and economic development.

Discussions related to management and finance underlie the arguments made in earlier chapters related to governance, academic staff, processes related to teaching and learning as well as facilities and equipment. This chapter tries to identify general principles of an improved underlying system of management and finance and to bring them under an umbrella for future direction of managerial reform.

7.1 What are the general principles for an improved system of management in Afghan higher education?

In general, there are six criteria to guide management reform in Afghan higher education :

1. *Service orientation* of the staff – the extent to which the management staff, individually and collectively, at all levels, strive towards bettering the performance of all the units of the organization.
2. *Efficiency* – the extent to which the whole organization achieves its goals without resource waste or social friction.
3. *Transparency* – the extent to which all activities and transactions are openly executed, publicly disclosed and fully reported in accordance with clear and well publicized ethical standards.
4. *Flexibility* – the capacity to quickly adapt to new, different or changing requirements.

5. *Innovativeness* – the extent to which service staff not only react but initiate enhancement of services and improvement of products by scanning the environment to spot opportunities.
6. *Accountability* – the extent to which the achievement of performance goals can be traced to those responsible for their realization and reported to those affected.

In designing and developing administrative systems both at the level of the Ministry and the institutions of higher education in Afghanistan, these criteria provide general benchmarks for desired management reform.

7.2 What are the key tasks of management improvement for Afghan higher education?

With the analysis made in earlier chapters, one can identify ten key tasks of management improvement in Afghan higher education :

1. Providing better *data and information* for policy-making, planning and implementation for both the Ministry of Higher Education (MoHE) and the units under its authority;
2. Improving the *institutional environment* for management by removing onerous regulations and control steps that stand in the way of efficient management of resources and accountability and making control more locally relevant and transparent;
3. Putting in place *new routines for planning, budgeting and financial management*, including the submission of annual budgets to the Ministry of Higher Education;
4. Preparing *job descriptions* for all posts (teaching, research and service) and departments, and maintaining an up-to-date list of all posts and vacancies;
5. Establishing new *routines for staff management* and supervision;
6. Creating a foundation for better *institutional performance with transparency, accountability and flexibility* while adhering to the rules and regulations to monitor and control administrative processes;
7. Establishing effective *inventory management* for tracking property, plant and equipment, to organize requests, purchase orders, invoices and payments – in short, to better control operations and costs and have a framework for understanding these processes to reduce deadlock, backorders and loss, misuse and embezzlement;
8. Installing effective routines for overall *monitoring, reporting and communication* with the Ministry of Higher Education and the institutions under its authority, as well as with relevant provincial authorities, to verify compliance with the Law on Higher Education and regulations promulgated by the Ministry of Higher Education;
9. Providing a programme for training in administrative and managerial tasks to upgrade the skills of staffs and to foster a team spirit and sense of community;
10. Establishing an affordable, fair and rational reward system for all staff to increase staff motivation and reduce the need for second and third jobs taken by higher education staff outside the system.

This is an ambitious list of tasks and obviously will be achieved only over time. Implementation of some of them has already begun and it is critical that this work be accelerated and enhanced. Special attention needs to be paid to the hiring and training of middle-level managers. They are the ones that keep the system running.

The team recommends that:

- awareness of the Law on Higher Education be raised among different national and international stakeholders;
- an improved database be set up and developed into a formal Higher Education Management Information System (HEMIS) to serve the Ministry of Higher Education as well as the institutions of high education (universities, technological and pedagogical institutions, colleges and community colleges) to form the basis for managerial interaction, linkage and feedback between the Ministry and the institutions as well as exchange among the institutions themselves;
- the HEMIS be constructed on a participative design to facilitate easy data collection and updating;
- the planning department in the MoHE be reinforced for this purpose;
- capacity for all relevant and important aspects of institutional management be enhanced through a programme of capacity building and female managers be given priority in participation;
- more frequent meetings with participation from both other units in the MoHE and the underlying institutions be held to improve planning and implementation;
- routines for specifying the tasks of units and sub-units and descriptions of jobs be put in place;

- routines for specifying performance indicators be established and supervision based on them to simultaneously promote compliance and day-to-day operating autonomy of institutions as well as the capacity of the MoHE to monitor, evaluate and learn;
- an internal audit group be created to monitor and control administrative processes;
- effective routines for monitoring, reporting and communication with the Ministry of Higher Education and relevant provincial authorities be set up and an annual report on the state of higher education be prepared;
- a programme for the recruitment of administrators and managers be set up to fill those new posts which cannot be filled with existing staff;
- an affordable, fair and rational national system of rewards – including salary as well as non-salary incentives – for all staff be put in place to reduce the need for outside employment.

A list of indicators suggested for the monitoring of the higher education system and the progress to be made in the implementation of its management reform is put under *Appendix 6*.

7.3 What is the current status of financing to achieve reform?

In Fiscal Year 1382, the Transitional Islamic State of Afghanistan has allocated AF 5,961 million[1] to the education sector out of the total government recurrent budget of approximately AF 24,750 million. Education sector expenditure accounts for 24 per cent of the total government budget. The recurrent budget for higher education alone accounts for approximately AF 330 million, which represents 5.5 per cent of the education budget and 1.3 per cent of the total government budget.

The finances of higher education in Afghanistan – for recurrent and investment activities - has been exclusively provided by the government and external donors. Financing of the recurrent budget has been almost exclusively from the government. Higher education institutions in Afghanistan – universities, pedagogic institutes and medical institutes – are all run by the government and no is tuition charged to students or any contribution made by the private sector. Furthermore, even the dormitory expenses (food and accommodation) are provided to students free of charge.

More than 50 per cent of the recurrent budget for higher education institutions consists of salary for professors and other staff and the cost of managing dormitories and feeding students. There is very little or no budget for faculty training, research or other activities related to quality improvement.

The higher education budget is decided by the Ministry of Finance based on the request prepared by the Ministry of Higher Education with little if any consultation with the individual higher education institutions. Once the budget is approved, the institutions do not have the autonomy to adapt authorized expenditure levels among the categories of expenditure. Due to this, the individual institutions have little opportunity to adapt expenditures to their specific needs and thereby to increase efficacy in the use of the available funds.

The annual recurrent budget of the Ministry of Higher Education and higher education institutions is the following:

Table C. Recurrent budget approved for the Ministry of Higher Education (FY1382)

Category	Amount '000 AF (%)
Personal Emoluments	171,877 (52%)
Services	11,854 (4%)
Tools & Materials	135,359 (41%)
Maintenance	2,648 (1%)
Land structured equipment	6,898 (2%)
Subsidies, grants, pensions	1,906 (1%)
Total	330,543 (100%)

Source: Ministry of Finance, 2003

[1] As of 1 November 2003, the exchange rate was approximately Afghanis 48.5 for 1USD.

Table D. Budget for universities and institutions of higher education: FY 1381 & FY 1382

Name/Location of Higher Ed Inst.	Year 2002	%	Year 2003	%
Alberoni University	7,115,000	4%	7,880,000	4%
Badakhshan Medical & Pedagogical Institute	3,003,230	2%	3,680,000	2%
Balkh University	12,807,000	8%	15,950,000	8%
Faryab Pedagogical Institute	1,788,500	1%	4,088,000	2%
Herat University	8,900,500	5%	1,190,000	1%
Jauzjan Institute of Higher Education	6,950,000	4%	5,720,000	3%
Kabul Medical Institute	17,817,000	10%	14,100,000	7%
Kabul Polytechnic Institute	15,008,000	9%	12,200,000	6%
Kabul University	46,298,000	27%	34,200,000	17%
Kandahar University	6,079,000	4%	7,650,000	4%
Khost University	-		36,400,000	18%
Kunduz Pedagogical Institute	1,730,500	1%	4,088,000	2%
Nangarhar University	23,222,000	14%	31,230,000	15%
Parwan Pedagogical Institute	1,618,000	1%	2,130,000	1%
Takhar University	8,745,500	5%	12,650,000	6%
University of Education, Kabul	8,985,000	5%	11,550,000	6%
Total Budget:	170,067,230	100%	204,706,000	100%

Source: Ministry of Higher Education, 2003

Investment Budget: The Education and Vocational Training Budget 1382 was finalized in May 2003. The education sector, comprising the Ministry of Education, the Ministry of Higher Education, the Ministry of Labour and Social Affairs and the Ministry of Women's Affairs, was provided a budget ceiling of USD 250 million. Of this, USD 75,318 million was actually committed. A total of USD 24,453 million (32 per cent of the committed amount) has been disbursed. The funding status of the investment budget by Ministry is represented in *Table E*.

Table E. Investment budget status for the education sector (FY1382)

Ministry	Required (USD '000)	Committed (USD '000)	Disbursed as of Aug. 2003 (USD '000)	Disbursed as % of committed
MOE	200,000	64,109	22,713	35
MoHE	27,250	3,195	1,250	39
MOLSA	20,000	7,154	186	3
MOWA				
Total	250,000	75,318	24,453	32

Source: Programme Secretariat, Ministry of Education, 2003

In August 2003 (five months after the beginning of the fiscal year), only 12 per cent of the investment budget prepared by the Ministry of Higher Education for the year 1382 had been committed and only 39 per cent of what was committed was disbursed. Twelve percent of the commitment comes from external donors. As with the recurrent budget, higher education institutions in Kabul and the provinces were not involved in the preparation of the investment budget. The investment budget mainly consists of a long list of new buildings and the rehabilitation of the existing ones.

Given the poor quality or unavailability of data, it is difficult to estimate a unit cost of higher education by discipline. Excluding the capital cost, on average the unit cost (recurrent cost) per student per year is estimated at US$230 if one includes the budget for the Ministry itself (with the assumption that the MoHE officials work for the universities). If one excludes the budget for the Ministry and only includes the budget allocated to institutions, the unit cost (recurrent cost) per student per year is estimated at US$142.

The team recommends that:

- funds for higher education be diversified from government funding alone to include a small percentage of private contributions;
- a more rational distribution of welfare cost for students and costs directly related to the functioning and improvement of higher education;
- the disbursement of MoHE's investment funds be accelerated, in particular for investment projects in the southern regions of Afghanistan.

7.4 How can the allocation of funds to institutions be improved?

The allocation of funds from the central government is made mainly according to the number of students and professors in each institution because the bulk of the recurrent budget is salary and dormitory expenses. Some universities in the provinces receive funding directly from the Provincial Governors. These amounts are dependent on the provinces' level of economic activity and vary dramatically among the provinces. Funds from the donors are no better allocated and it is often difficult to identify a clear set of criteria for these allocations.

A simple funding formula for block plus capitation grants to universities may be desirable and feasible in the short-run. Formula funding allocates funds based on such criteria as number and level of students, number and qualifications of faculty, etc. Formula funding in the Afghan context could enhance both the autonomy and accountability of the institutions. To devise and implement performance-based funding, the quality and objectives of the higher education institutions need to be developed first and a reliable system of statistics developed.

The team recommends that:

- allocation of funds be based on contractual negotiations between the MoHE and the higher education institutions as to strategic targets for several years including a corresponding global funding;
- a system of input-based formula funding be created for the determination of yearly allocations to the higher education institutions;
- a new system for an annual budget, planning and implementation cycle be established by a common framework for the MoHE and its affiliated institutions.

7.5 Should tuition fees be charged to students?

The introduction of student tuition will be difficult in the immediate future. However, it must be recognized that students will eventually need to help bear the costs of higher education. In addition, there is a need to encourage participation of the private sector and to introduce income generating activities at the institutional level.

The old constitution (1962) states that education is free for everyone without making any distinction as to level of education. As a result, universities cannot charge tuition fees within the old legal framework. However, the new draft constitution ratified in December 2003 states that "education is the right of all citizens of Afghanistan, [and] shall be provided up to secondary level, free of charge by the state." This new constitution will enable universities to charge fees in principle, but this will also need to be laid down in the forthcoming Law on Higher Education.

With regards to the willingness and ability to pay for higher education, there is little evidence to argue either way. Recent focus group interviews suggest that significant demands exist from parents and students for better quality of higher education. Parents and students realize that good-quality higher education requires substantive resources and that the Government does not have such resources. At the same time, many parents and students consider that the indirect costs (transport, stationary, etc.) and opportunity costs (e.g. employment) of higher education are already significant and they are reluctant to assume further costs for higher education. This issue requires further examination and appropriate advocacy. In urban areas of Afghanistan (Kabul, Herat, Jalalabad, etc.), the number of private computer and English language schools is increasing rapidly and students (or their parents) are already paying for this education. Such evidence suggests that there is willingness and ability to pay for higher education if it is of good quality and relevance.

As a first step, the Ministry of Higher Education plans to charge fees for entrance examinations and for dormitory access from next year to decrease the portion of dormitory management in the MoHE budget. The Ministry and Kabul University have also started evening classes for those who are in the labour force to provide opportunities for further education at a nominal fee. By establishing an appropriate and simple safety net/scholarship and/or loan programme to ensure that poor but meritorious students are not deprived of access to higher education, charging tuition fees seems to be a critical policy option in the immediate future to expand access to the system and improve the quality of higher education.

This would however require to put in place a device through which the income or wealth of families can be assessed, since there is currently no system of annual tax declaration. Another option would be to provide loans to everybody and deduct the salaries after graduates have started to work, in most cases in the private sector. International funds could be mobilized to subsidize loans until repayments start. This would be a short-term subsidy, leading to sustainability and therefore international funds would be probably available.

The team recommends that:

- the introduction of measures related to cost recovery of student welfare (dormitory, meals, etc) systems be considered;
- fees be charged for specific services such as registration, use of library resources and others but that needy students be allowed to compensate such charges with service they provide to the university;
- the introduction of tuition fees be considered in the medium term;
- a study on the introduction of a safety net / loan system be conducted to study the feasibility and/or modalities of a student loan system.

7.6 How can higher education institutions be encouraged to generate part of their budget?

In addition to cost recovery measures, it is now widely acknowledged that higher education institutions are able to generate a small percentage of finances through different measures such as using spare resources (renting out rooms, buildings and land), offering services (i.e. technical services and advice or consultancies, enterprise development), continuing education or even contract research activities. Many of these activities bring new knowledge to institutions and its staff and have a positive impact on the social and economic environment. They can often be run through available resources (staff time, available equipment and facilities) with a small overhead cost. They can, however, only take place in a clear legal and enabling administrative environment, such as one in which higher education institutions are allowed to maintain generated income in the institution and make available incentives to staff involved staff. In conducting such activities, institutions must carefully ensure that they are not to the detriment to primary activities such as teaching and research and are carefully monitored.

The team recommends that:

- the legal basis and operating procedures for income generation managed by the institutions of higher education be established;
- higher education institutions be assisted in the development of support structures for income-generation activities such as extension services or consultancy centres.

PART II: ACTION PLAN MATRIX

Matrix for Higher Education
Action Plan in Afghanistan

May 2004

Providing opportunities and mobilizing talents is also a message in line with the preconditions for improving economic welfare. In an increasingly interdependent world economy, every country needs to expand its capacity to satisfy the needs of its population – and this can only be accomplished if Afghanistan is able to produce goods and services that other nations want.

Providing opportunities and mobilizing talents is a responsibility in line with the requirements to achieve sustainable development. Insights into the limits of nature, the boundaries of technology and concerns of justice are needed not just to secure but also to improve the conditions for human life. If the future opportunities in Afghanistan for social improvement are to be realized and current accomplishments to be enhanced, new educational and human capacity resources are needed. Equally important are the improvements in quality that institutions obtain from more efficient utilization of the resources already allocated, both economic and human.

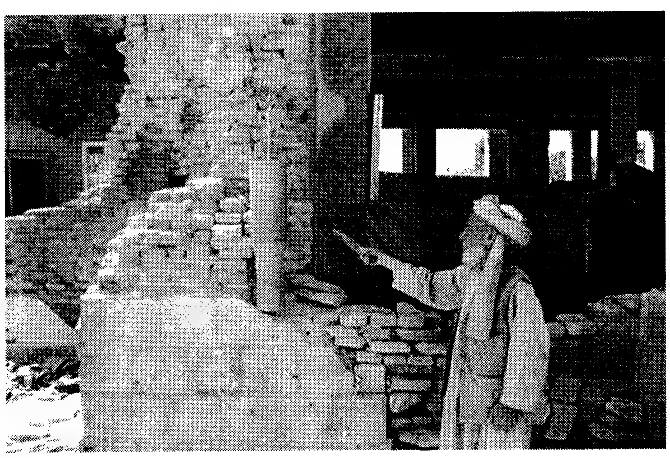
In Afghanistan, recruitment to higher education has never been greater. The importance of knowledge and the need for a well-educated population has never been as strongly felt. The possibilities for reaching large groups with new means for distance education have never been more advantageous. And at both universities and colleges, initiatives have been taken that future plans can learn from and build upon.

Yet the challenges Afghanistan faces cannot be solved with piecemeal changes here and there – challenges made more trying by the strong forces that will affect Afghan society in the coming decades: economic reconstruction, population change, globalisation and the rapid growth in knowledge. The situation must be met by a fundamental reorientation of higher education activities under a unified perspective. Providing such a perspective and a strategic plan for specific and realistic choices, in both the short and the long term, is the aim of this report. In this process, Afghanistan will have the assistance of its international partners.

However, more than anything else, Afghanistan's future will depend on its own ability to develop human capacity, transmit and develop knowledge and make humane and rational choices. Indeed, as this report will show, investment in higher education in Afghanistan is not an end in itself but a means to the broad national objectives of social, cultural and economic development.

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Minister of Higher Education, Afghanistan

Gudmund Hernes
Director, IIEP/UNESCO



Afghan creativity and talent: turning a bomb shell into a school bell
Ghazi School, Kabul

HIGHER EDUCATION ACTION PLAN

2004-2008

AFGHANISTAN

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
1. Structure and institutional issues	1.1. Prepare a National Higher Education Law	1.1.1. Formulate Higher Education Law	10,000		MoHE	04	High	Draft law produced
		1.1.2. Organize consultation activities	3,000		MoHE	04	High	Consultation meetings held
		1.1.3. Get Law officially ratified	0		MoHE	04-05	High	Parliament approves Law
	1.2. Agree on structure for higher education and on the Institutions of Higher Education (IHE) to be set up / developed / merged	1.2.1. Agree on four types of IHE	0		MoHE	Done	High	Agreement achieved
		1.2.2. Merge geographically close institutions	0		MoHE	Ongoing	High	Number of institutions merged
		1.2.3. Affiliate/merge pedagogic institutes with faculties of education at nearest regional universities	0		MoHE	Ongoing	High	Number of institutions merged
		1.2.4. Decide on new institutions to be set up (5 regional universities & 32 community colleges – see Program 6)	0		MoHE	2004	High	Decision taken

[1] Cost estimates are tentative. They will be further elaborated upon later on.
[2] Some of the activities already have funding sources. Further funding sources will be subject to discussions between MoHE and donors.
[3] Departments within MoHE are to be specified.

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
	1.3. Develop gradually a system for distance education	1.3.1. Set up a Department for Distance Education at one of the centrally-located universities 1.3.2. Recruit and train staff 1.3.3. Select areas to be covered and target groups 1.3.4. Assign budget 1.3.4. Prepare instructional materials 1.3.5. Publicize program 1.3.6. Start implementation	500,000		MoHE, University of Education	04-05	Medium	Program started, number of students covered
	1.4. Develop professional profiles, promote professional cooperation and integration among IHE	1.4.1. Decide on specializations of each IHE	5,000		MoHE, IHE	04-05	Medium	Document produced by committee of experts
		1.4.2. Reorganize faculties	5,000		MoHE, IHE	04-05	Medium	Document produced by committee of experts
		1.4.3 Introduce professional training program for 10 000 secondary school teachers	2,000,000			04 -08	High	Numbers of teachers trained
		1.4.4. Set up the credit system	15,000		MoHE, IHE	04-06	Medium	Number of institutions using system
		1.4.5. Network MoHE and IHE electronically	500,000		MoHE, Ministry of Communication	04-08	Medium	Number of institutions linked to internet
2. Governance	2.1. Set up various governance mechanisms following Higher Education Law	2.1.1 Set up Governing Boards 2.1.2. Set up Academic Councils 2.1.3. Set up Council of Higher Education 2.1.4. Set up Presidents' Conference	7,000		MoHE, IHE	04-05	High	Boards established

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
3. Student recruitment and welfare services	3.1. Formulate a student recruitment policy based on merit and equity criteria, social demand, economic need for skills and need for teachers at the secondary schools,	3.1.1. Conduct a study on social demand for higher education	5,000		MoHE	04-05	High	Studies and simulation model produced
		3.1.2. Conduct a manpower needs assessment study including a study on teacher demand for secondary schools and organize workshops	25,000					
		3.1.3. Conduct a study on disparity	5,000					
		3.1.4. Construct a simulation model for admissions planning	15,000					
	3.2. Increase access of female students	3.2.1. Introduce affirmative action programs, including financial incentives to institutions	2,000,000		MoHE, IHE, World Bank	Ongoing with World Bank	Medium	Percentage rate of female increases
		3.2.2. Organize awareness campaigns	10,000		MoHE, MoE, MoWA, local governments	04-05	Medium	Campaigns launched
		3.2.3. Provide child-care services	500,000		MoHE, IHE	04-08	Medium	5 Day-care centers established
	3.3. Increase access of disadvantaged groups, including nomads	3.3.1. Introduce affirmative action programs	1,000,000		MoHE, IHE, MoSW	04-08	Medium	Percentage of disadvantaged students covered
		3.3.2. Organize awareness campaigns	50,000		MoHE, IHE, MoSW	04-08	Medium	Media campaigns launched
		3.3.3. Introduce supplementary instruction for the academically challenged	500,000		MoHE, IHE, MoSW	04-08	Medium	Percentage of disadvantaged students covered
		3.3.4. Make buildings more accessible to physically handicapped	1,200,000		MoHE, IHE, MoSW	04-08	Medium	Number of buildings covered

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		3.3.5. Provide learning materials/aids for the visually handicapped	160,000		MoHE, IHE, MoSW	04-08	Medium	Number of students covered
	3.4. Increase access for deprived regions (especially South)	3.4.1. Introduce affirmative action programs (support for students to go to other regions)	5,000,000		MoHE, IHE and local governments	04-08	High	Percentage of increase in access
		3.4.2. Decide on institutions to be set up			MoHE, IHE and local governments	04-08	High	Decision made
	3.5. Improve admission procedures	3.5.1. Agree on criteria for selection of students	5,000		MoHE, IHE	04-08	High	Criteria adopted
		3.5.2. Increase MoHE capacity to organize and score entrance exams	50,000		MoHE	04-08	High+ Medium	Number of officials trained, equipment in place
		3.5.3. Set up Testing, Evaluation and Measurement Center	4,000,000					Center operating
	3.6. Improve student welfare services	3.6.1. Introduce counseling services	150,000		MoHE, IHE	04-08	Medium	Number of students counseled
		3.6.2. Improve health care and preventive measures (drugs, HIV/AIDS)	500,000		MoHE, IHE, MoH	04-08	Medium	Number of IHE covered
		3.6.3 Set up a committee to watch discrimination and harassment of various types			IHE			Structure being set up
4. Recruitment, organization and development of staff	4.1. Create a national system of recruitment	4.1.1. Survey the needs of IHE for academic and administrative staff and relate it to HEMIS (see Program 7) and incorporate this in simulation model (3.1.4)	8,000		MoHE, IHE	04-08	High	Data secured and used in HEMIS
		4.1.2. Decide on qualifications needed (see Higher Education Law)	2,000		MoHE, IHE	04-05	High	Decision taken

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		4.1.3. Set up interview boards in IHE	0		MoHE, IHE	04-05	High	Boards set up
	4.2. Improve the working and living conditions of the staff	4.2.1. Upgrade the national salary scale and improve salaries	10,000,000		MoF, MoHE	04-08	Medium	Percentage of increase in salaries
		4.2.2. Provide health care for staff and family members	2,000,000		MoF, MoHE, MoH	04-08	Medium	Percentage of staff covered
		4.2.3. Provide transportation and housing allowance	2,000,000		MoF, MoHE	04-08	Medium	Percentage of staff covered
		4.2.4. Provide better work environment (office space, equipment, access to ICT)	500,000		MoHE, IHE	04-08	Medium	Percentage of staff covered
	4.3. Appraise staff performance regularly	4.3.1. Set criteria and mechanism for evaluation, including clear job descriptions	2,000		MoHE	04-05	High	Criteria set, job descriptions formulated, and mechanism in place
		4.3.2. Decide on a national system of academic and administrative ranks	0		MoHE	04-05	High	Decision taken
		4.3.3. Agree on criteria for staff promotion	0		IHE, MoHE	04-05	High	Criteria set
		4.3.4. Evaluate staff performance yearly and decide on promotions and incentives	0		IHE, MoHE	04-08	High	Mechanism for evaluation established and used regularly
	4.4. Design a project for staff development	4.4.1. Assess training and staff development needs in relation to 4.1. and 4.3	5,000		IHE, MoHE	04-05	High	Staff development needs identified
		4.4.2. Provide scholarships for further studies and training nationally and internationally	5,000,000		IHE, MoHE, MoFA	04-08	High	Number of scholarships provided

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		4.4.3. Provide in-country training by regional experts in relevant disciplines	1,000,000		IHE, MoHE, MoFA	04-08	High	Number of staff trained
		4.4.4. Provide in-service training on computer literacy and English language	500,000		IHE, MoHE	04-08	High	Number of staff trained
	4.5. Set up a national post-graduate and pedagogic training program for academic staff members	4.5.1. Set up a curriculum development team	5,000		MoHE	04-05	High	Team set up
		4.5.2. Develop training materials	550,000		MoHE	04-08	High	Number of subjects covered
		4.5.3. Invite regional trainers/train trainers	500,000		MoHE	04-08	High	Number of trainers trained
		4.5.4. Compel new teaching staff members to attend training program	520,000		MoHE, IHE	04-08	High	Number of new staff trained
		4.5.5. Conduct research on teaching methods at IHE	10,000		MoHE, IHE	04-5	High	Research report published
	4.6. Create a mechanism for validation of foreign degrees	4.6.1. Prepare guidelines for validation based on Higher Education Law, to be done by MoHE staff	0		MoHE, Afghanistan Evaluation and Accreditation Agency	04-05	High	Mechanism created
	4.7. Design a project for attracting Afghan expatriate professionals	4.7.1. TOKTEN (Transfer of Knowledge through Expatriate Nationals)	1,000,000		MoHE, IHE and UNDP	04-08	Medium	Number of expatriates involved
5. Quality of teaching and learning	5.1. Agree on structure and length of study program	5.1.1. Introduce a 12+4+1 or (12+3+2)+4 system in a phased manner	0		MoHE	04-08	High	System used

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		5.1.2. Decide on the number of credits required for graduation from IHE, including generic core competencies	0		MoHE	04-05	High	Decision taken
		5.1.3. Identify implications of new system for secondary school curriculum	5,000		MoHE, MoE	04-05	Medium	Report published
	5.2. Set up an Afghanistan Evaluation and Accreditation Agency	5.2.1. Formulate by-laws for Agency 5.2.2. Secure offices 5.2.3. Recruit Director 5.2.4. Set up expert committees	50,000		MoHE	04	Medium	By-laws formulated
		5.2.5. Decide on selection criteria for licensing and accreditation	5,000		MoHE	04	Medium	Criteria agreed on
	5.3. Set criteria for accreditation of new academic programs	5.3.1. Prepare criteria for accreditation	5,000		MoHE, Afghan Evaluation and Accreditation Agency	04-05	Medium	Criteria set
	5.4. Create Afghan Research Foundation	5.4.1. Secure office 5.4.2. Appoint Director and two staff members 5.4.3. Secure budget 5.4.4. Set up expert committees	50,000		MoHE	04-06	Medium	Foundation starts functioning
	5.5. Upgrade curricula and teaching materials	5.5.1. Organize training on curriculum development	60,000		MoHE	04-08	High	Number of people trained
		5.5.2. Set up a Curriculum and Text Materials Production Center	300,000		MoHE	04-06	High	Center set up

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		5.5.3. Purchase natural sciences and mathematics textbooks in Dari and Pashto from abroad	100,000		MoHE	04-08	Medium	Number of textbooks purchased
		5.5.4. Translate social sciences textbooks into Dari and Pashto	100,000		MoHE	04-08	Medium	Number of textbooks translated and published
		5.5.5. Set up criteria for selecting and procuring textbooks from abroad	3,000		MoHE	04-05	Medium	Criteria set
		5.5.6. Establish a modest printing press	120,000		MoHE	04	High	Printing press in operation
	5.6. Establish formal linkages between universities and Academy of Sciences	5.6.1. Organize workshop on mechanism for linkages	5,000		MoHE, IHE and Academy of Sciences	05	Low	Workshop organized
		5.6.2. Set up discipline-oriented working groups			MoHE, IHE and Academy of Sciences	05	Low	Groups set up
		5.6.3. Exchange visits among staff			MoHE, IHE and Academy of Sciences	05-08	Low	Number of exchange visits
	5.7. Link university teaching to research and community service	5.7.1. Set up community service centers at IHEs	200,000		IHE and MoSA	04-08	Low	Number of centers established
		5.7.2. Encourage staff to undertake income-generating research and community service	0		IHE	04-08	Medium	Number of staff involved
		5.7.3. Organize outreach programs linking teaching, research and community service	0		IHE, and NGOs, local governments	04-08	High	Number of programs undertaken
		5.7.4. Organize community education programs	20 000		MoLS and MoHE	04-08	Medium	Number of programs organized

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
6. Physical resources	6.1. Encourage IHE to acquire, manage and use land for income generation	6.1.1 Acquiring land for income generation	0		MoHE and MoI	Ongoing	Medium	Area of land acquired
		6.1.2 Managing and using land for income generation	0		MoHE and MoI	Ongoing	Medium	Amount of income generated
	6.2. Develop a national system of space standards, including a database incorporating additional needs for building and physical facilities	6.2.1. Formulate an architect's brief	50,000		Planning Department, MoHE	04-05	High	Brief formulated
		6.2.2. Set national system of space standards					High	Space standards set
		6.2.3. Set up and continuously update database on physical facilities					High	Data base in use
	6.3. Encourage coordination among departments at IHE for better management of space	6.3.1. Centralize allocation of space	0		MoHE, IHE	04-05	High	Mechanism established
	6.4. Renovate and expand existing IHE	6.4.1. Proper sanitation for all IHE	110,000,000		MoHE, IHE, MoPW, MOC	04-05	High	Number of IHEs covered with proper sanitation
		6.4.2. Convert old labs into offices and classrooms					High	Number of labs converted
		6.4.3. Remodel auditoriums and increase their use					High	Number of auditoria remodeled
		6.4.4. Build new labs					High	Number of new labs built
		6.4.5. Refurbish classrooms and library spaces					High	Number of classrooms and libraries refurbished
		6.4.6. Conduct a survey of need for internet and computer centers					High	Survey of need completed
		6.4.7. Improve IT facilities					High	Number of institutions with improved IT facilities

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		6.4.8. Improve cafeterias on campus					High	Number of campuses with improved cafeteria
		6.4.9. Procure electric generators					High	Number of buildings with functioning electric generators
		6.4.10. Improve use of senior administration office space					Medium	Number of IHEs with improved use of office space
	6.5. Build and Expand 5 regional universities and 32 community colleges	6.5.1 Approach potential donor countries for funds 6.5.2 Selection of sites 6.5.4 Preparation of the design 6.5.5 Construction	150,000,000		MoHE	04-08	Medium to High	Number of IHE built and/or expanded
	6.6. Produce furniture locally by private sector	6.6.1. Setting up standards for furniture production	0		MoHE	04-05	High	Standards prepared
		6.6.2. Production of furniture according to standards	5,000,000		IHE	04-08	Medium	Number of IHEs covered
	6.7. Housing for students	6.7.1. Re-examine policy on student housing	30,000,000		MoHE and MOPW	04-08	High	Housing policy revised
		6.7.2. Construct female dormitories in all major institutions						Number of female dormitories constructed
		6.7.3. Construct new dormitories for men in regional universities, particularly in the South						Number of male dormitories constructed, including those in the South
	6.8. Equipment	6.8.1. Rewarding well-performing IHE with new equipment	50,000		MoHE	04	High	Number of IHE rewarded

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
		6.8.2. "Operation Bootstrap" i.e. a cleaning-up campaign, awareness building in "institutional pride"	300,000					Number of IHEs executing "Operation Bootstrap"
	6.9. Improve management and maintenance of physical resources	6.9.1. Create planning, procurement and equipment servicing units at each institution and at MoHE	30,000		Students, Staff & MoHE	Ongoing	High	Units created
		6.9.2. Introduce incentives for innovations and proper maintenance	10,000		Students, Staff & MoHE			Number of IHE receiving incentives
		6.9.3. Organize workshops on maintenance of physical resources including equipment	15,000		MoHE, IHE			Number of participants trained
	6.10 Improve sporting and recreation facilities for students	6.10.1. Develop sports clubs & recreation facilities	10,000,000		Students	Ongoing	Medium	Number of sport clubs and facilities developed
	6.11. Set up proper archive spaces at IHE	6.11.1 Identify spaces for archives in each IHE	600,000		IHE	04-08	Medium	Number of IHE with proper archives
7. Management & finance	7.1. Awareness raising about Higher Education Law among stakeholders for efficient and transparent management	7.1.1. Meetings with stakeholders (including Ministry of Finance) and use of media	40,000		MoHE	Two months after approval of Law	Medium	Number of stakeholders covered and number of items in media
		7.1.2. National seminar						Number of participants
	7.2. Formulate rules, regulations and job descriptions for MoHE	7.2.1. Prepare rules and regulations	8,000		IIEP & MoHE	04-05	High	Rules and regulations prepared
		7.2.2. Organize orientation workshops for MOHE staff						Number of participants and workshops

PROGRAMME	PROJECT	ACTIVITIES/TASKS	ESTIMATED COSTS (US$)[1]	POTENTIAL FUNDING SOURCES[2]	UNITS RESPONSIBLE[3]	TIME FRAME	ORDER OF PRIORITY	INDICATORS
	7.3. Formulate statutes, rules and regulations for IHEs	7.3.1. Prepare statutes, rules and regulations	15,000		MoJ, MoHE, IHE	04-05	High	Statues and rules prepared
		7.3.2. orientation workshops for IHE staff			MoHE, IHE			Number of participants in workshops
	7.4. Set up HEMIS	7.4.1. Design, develop and implement HEMIS	100,000		ADB, World Bank, France	04-06	High	HEMIS established
	7.5. Develop capacity in Higher Education Management (with attention on female participants)	7.5.1. Organize workshops on important areas of higher education management	200,000		MoHE and IIEP	04-08	Medium	Number of participants and workshops organized
	7.6. Introduce gradually a system of fees and charges for services	7.6.1. Conduct a study on student loan system	20,000		MoHE	04-05	Medium	Student loan study completed
		7.6.2. Consultation meetings with stakeholders						Consultation meetings held
		7.6.3. Use media for awareness raising						Number of items in media
	7.7. Improve interaction between MoHE, IHE and provincial authorities	7.7.1. Organize training in data collection, analysis and interpretation	20,000		Planning and Finance Depts./MoHE	04-06		Number of personnel trained
		7.7.2. Establish planned targets for students, staff and budgets for each IHE						Targets established
		7.7.3. Prepare annual reports for each IHE						Number of IHE publishing reports
TOTAL			**349 303 000**					

Appendix 1

Statistical profile

Table 1: Estimated population and GDP

	1379 2000	1380 2001	1381 2002
Total population (millions)	21.0	21.4	21.8
GDP current prices (millions US$)	2 713.0	2 618.2	4 048.0
GDP per capita US$	129.3	122.4	185.7
Economic growth			+ 28%

Source: Central Statistics Office (CSO)
Official estimated population for 2003 : 22 191 400 of which 1 500 000 for nomadic population.

Education system

- Primary education: grades 1-6
- Middle (Secondary) Education: grades 7-9
- High School Education: grades 10-12

Table 2: School population, enrolments and gross enrolment ratios

	School age	Population 1382/2003	Enrolment 1382/2003	Gross Enrolment Ratio
Primary Education	6-11	3.5 millions	3.302.738	94% (girls 63%)
Middle Education	12-14	2.3 millions	291.310	13% (girls 6%)
High School	15-17	1.7 millions	113.690	7% (girls 4%)

Source: MoE for enrolment. IIEP estimates for population per age group.

Table 3: School, enrolment and teachers

		1379 2000	1380 2001	1381 2002	1382 2003
Schools	Primary	2 394		4 223	4 307
	Middle	590		1 013	1 133
	High School	425		803	796
	Total	**3 389**	**?**	**6 039**	**6 236**
Students	Primary	773 623		2 667 729	3 266 737
	Middle	202 463		335 687	293 312
	High School	159 952		189 844	113 690
	Total	**1 136 038**	**?**	**3 193 260**	**3 671 739**
% Girls	Primary			30%	33%
	Middle	Only boys		20%	23%
	High School			25%	27%
	All levels	**0%**	**?**	**29%**	**32%**
Teachers	**All levels**	**29 551**	**?**	**80 734**	**78 131**

Source: MoE statistics.

N.B. in 2001, no data were collected due to the political situation.

Graduates after grade 12: In 1381 (2002): 17 192 (12 437 boys, 4 755 girls)

Table 4: Number of institutions and faculties by provinces and regions with the number of institutions and faculties

Provinces	Population in (1000)	Female in (1000)	Female %	No of Institutes	No of faculties	Number of students
1	2	3	4	5	6	
Central						
Bamyan	391,7	190,8	48,7	0	0	0
Kabul	3 445,0	1647,3	47,8	4	26	15186
Kapisa	364,9	177,6	48,7	1	5	713
Logar	315,4	153,6	48,7	0	0	0
Parwan	737,2	358,8	48,7	1	3	599
Wardak	448,7	218,6	48,7	0	0	0
Sub total	**5702,9**	**2746,7**	**48,2**	**6**	**34**	16498
Eastern						
Khost	304,6	148,4	48,7	1	8	1760
Kunar	328,1	159,9	48,7	0	0	0
Laghman	378,1	184,2	48,7	0	0	0
Nangarhar	1 105,70	537,6	48,6	1	9	3362
Nooristan	111,0	54,0	48,6	0	0	0,0
Paktika	357,2	174,0	48,7	0	0	0
Paktia	401,3	195,5	48,7	0	0	0
Sub total	**2986**	**1453,6**	**48,7**	**2**	**17**	5122
Northern						
Badakhshan	725,7	353,4	48,7	1	4	238
Baghlan	726,6	354,2	48,7	0	0	0
Balkh	949,6	460,1	48,5	1	8	4739
Faryab	794,1	386,5	48,7	1	2	392
Jawzjan	447,5	217,6	48,6	1	4	700
Kunduz	833,2	402,9	48,4	1	3	217
Samangan	318,5	155,2	48,7	1	4	115
Sar-e-Pul	474,8	231,0	48,7	0	0	0
Takhar	761,4	370,6	48,7	1	4	384
Sub total	**6031,4**	**2931,5**	**48,6**	**7**	**29**	6785
Southern						
Ghazni	914,8	445,2	48,7	0	0	0
Helmand	756,4	368,1	48,7	0	0	0
Nimroz	151,5	73,8	48,7	0	0	0
Kandahar	913,9	441,7	48,3	1	3	474
Oruzgan	636,0	309,8	48,7	0	0	0
Zabul	249,1	121,4	48,7	0	0	0
Sub total	**3621,7**	**1760**	**48,6**	**1**	**3**	474
Western						
Badghis	305,6	149,0	48,8	0	0	0
Farah	343,4	167,0	48,6	0	0	0
Ghor	492,4	239,9	48,7	0	0	0
Herat	1 208,00	586,7	48,6	1	9	2324
Sub total	**2349,4**	**1142,6**	48,6	**1**	**9**	2324
Total	**20 691,4**	**10034,4**	**48,5**	**17**	**92**	31203

N.B. Data for tables 4, 5, 6 and 7 were officially provided to the expert team by the MoHE. The tables were put together by Mr Sardar Kohistani.

Table 5: Number of students and teachers by qualifications, institutions, gender and student-teacher-ratio

Number	Institution	No. of Students					St/teacher ratio	No of Teachers				Teachers by qualification			
		Total	%		female	% f		Total	%	female	% f	BA	MA	PhD	Total
	1	2	3		4	5	6	7	8	9	10	11	12	13	14
1	Alberoni University	713	2.29%	709	4	0,6	25.5	28	1.52%	0	0	25	2	1	28
2	Badakhshan Medical and Pedagogical Institute	238	0.76%	82	156	65,5	10.8	22	1.19%	4	18.2	12	10	0	22
3	Balkh University	4 739	15.19%	3 384	1 355	28,6	21.5	220	11.92%	39	17.7	140	78	2	220
4	Faryab Pedagogical Institute	392	1.26%	190	202	51,5	10.9	36	1.95%	12	33.3	35	1	0	36
5	Heart University	2 324	7.45%	1 615	709	30,5	14.8	157	8.50%	23	14.6	135	21	1	157
6	Jauzjan Institute of Higher Education	700	2.24%	325	375	53,6	15.6	45	2.44%	12	26.7	30	15	0	45
7	Kabul University	9 353	29.97%	8 075	1 278	13,7	21.3	440	23.84%	65	14.8	250	145	45	440
8	University of Education, Kabul	1 744	5.59%	987	757	43,4	9.7	179	9.70%	33	18.4	111	60	8	179
9	Kabul Medical Institute	2 464	7.90%	1 940	524	21,3	13.8	178	9.64%	19	10.7	31	145	2	178
10	Kabul Polytechnic Institute	1 625	5.21%	1 574	51	3,1	13.0	125	6.77%	0	0.0	0	84	41	125
11	Kandahar University	474	1.52%	474	0	0,0	7.0	68	3.68%	9	13.2	46	20	2	68
12	Khost University	1 760	5.64%	1 760	0	0,0	27.1	65	3.52%	0	0.0	45	20	0	65
13	Kunduz University	217	0.70%	71	146	67,3	15.5	14	0.76%	2	14.3	12	2	0	14
14	Nangarhar University	3 362	10.77%	3 167	195	5,8	14.9	226	12.24%	0	0.0	110	107	9	226
15	Parwan Pedagogical Institute	599	1.92%	478	121	20,2	54.5	11	0.60%	0	0.0	7	4	0	11
16	Samangan Pedagogical Institute	115	0.37%	70	45	39,1	8.2	14	0.76%	3	21.4	13	1	0	14
17	Takhar University	384	1.23%	339	45	11,7	21.3	18	0.98%	1	5.6	13	4	1	18
	Total	**31 203**	**100.00%**	**25 240**	**5 963**	**19,1**	**16.9**	**1 846**	**100.00%**	**222**	**12.0**	**1 015**	**719**	**112**	**1846**

Table 6: Enrolment by faculty and by gender

No	Faculty	Total	%	Total female	%
	1	2	3	4	5
1	Agriculture	3 094	9.92 %	34	0.57 %
2	Economy	1 750	5.61 %	134	2.25 %
3	Education	2 753	8.82 %	1 274	21.37 %
4	Engineering	3 978	12.75 %	145	2.43 %
5	Fine Arts	170	0.54 %	36	0.60 %
6	Geo-Science	965	3.09 %	12	0.20 %
7	Journalism	650	2.08 %	127	2.13 %
8	Lang. & Liter.	3 785	12.13 %	1 340	22.47 %
9	Law & P.Sc	2 556	8.19 %	355	5.95 %
10	Medicine	6 195	19.85 %	1 127	18.90 %
11	N. Science	2 035	6.52 %	690	11.57 %
12	Pharmacy	329	1.05 %	42	0.70 %
13	S. Science	1 231	3.95 %	460	7.71 %
14	Theology	1 282	4.11 %	184	3.09 %
15	Veterinary Science	430	1.38 %	3	0.05 %
	Total	**31 203**	**100.00 %**	**5 963**	**100.00 %**

Preface

During the period 5-20 May 2002, UNESCO fielded a mission to Afghanistan. The aim of the mission was to identify and prepare an education programme for 2 years consisting of priority projects within UNESCO's fields of special competence and comparative advantage and which would contribute to enhancing the Government's overall education reconstruction strategy. The International Institute for Educational Planning (IIEP) participated in the Mission. Since the establishment of the Interim Government in Afghanistan in early 2002, UNESCO's support strategy was, and still is, to focus on contributing to the formulation of a national education policy in the context of the Government's constitutional review process. Thus, the Mission's report focused on projects aimed at supporting the Ministries of Education and Higher Education in building planning and management capacity and in developing a national consensus on educational policy.

One of the projects aiming at developing national consensus on higher educational policy and at improving international donor support to the identified priorities in the sub-sector was the formulation of a Strategic Action Plan for Higher Education. IIEP was assigned the responsibility of implementing this project under the guidance of and in cooperation with the Ministry of Higher Education (MoHE). IIEP started preparations for this project in early 2003.

From the outset, IIEP adopted the following approach in the formulation of the Plan:

- Work was to be carried out jointly by MoHE and IIEP. The Plan was to be the result of the work of a team of experts selected by both parties;
- Work was to take into consideration and build on relevant studies carried out by other actors. Time was to be spent finding out what documents and reports have already been produced concerning a strategic plan for higher education. The aim was to avoid duplication and learn from what others have done;
- With MoHE's approval, other actors in higher education were to be invited to join this work. If possible, they were to have representatives as members of the team working on the production of the Plan. The aim was to create a coalition of actors and donors interested in the development of higher education to work together with MoHE within a sector-wide approach (SWAp);
- The Strategic Plan was to be translated into an Action Plan addressing the most pressing priorities for the next 5 years. The Plan was to estimate what the various projects or activities would cost, when they should be implemented, how long it would take to implement them, which MoHE units and/or other institutions would be responsible for their implementation and who would be the potential sources of funding;
- The Plan was to provide MoHE with well-presented arguments for each activity or project to be undertaken. It was to provide choices. MoHE was to make the decisions. The Plan document could not, therefore, be finalized without in-depth detailed discussion with and feedback from MoHE;
- The production of the Plan document was not to constitute the end of this project at IIEP. It was to be the beginning of a relationship in which IIEP will be committed to assisting MoHE in widening the coalition of supporters and in translating the Plan into yearly implementation plans for the various departments and institutions;
- Once the document is finalized, it would be highly advisable for MoHE to organize a meeting to consult with other stakeholders on its contents, particularly regarding policy decisions and the projects and activities to be implemented. It is hoped that such a consultation meeting would raise the awareness of stakeholders of the Plan and secure their feedback and acceptance. This in turn would make the future implementation of the Plan easier and increase financial and moral support for its various activities.
- For consultation to be possible, the Plan document would have to be translated into Dari and Pashto.

STRATEGIC ACTION PLAN FOR THE DEVELOPMENT OF HIGHER EDUCATION IN AFGHANISTAN

Produced by a joint expert team from the
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and from the
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